ontents

77, No. 3, March 1977

WSLINE

HEALTH AND SAFETY
- Company sets safety record
- Women exposed to more occupational hazards

INDUSTRIAL DEMOCRACY
- Controversial proposals debated in Britain
- Public in favour

99 ABSENTEEISM
- High toll on productivity

99 LABOUR LEGISLATION
- Canada Labour Code amendments proposed

100 PERSONNEL MANAGEMENT
- Conference Board study

100 EMPLOYEE COMPENSATION
- Executive salary differentials

100 WOMEN
- Women keeping jobs

ATURES

Coping with the mid-career unemployment crisis by Roy LaBerge

The minimum-wage debate — some new developments by E.G. West

What is an ideal preparation for industrial relations practitioners? by Keith E. Thurley

Industrial relations teaching in Canada by Shirley B. Goldenberg, Jean Sexton and H.D. Woods

The inevitability of public-sector strikes in Canada by Gilbert Levine

Improvements in measuring strike activity recommended

Co-determination, socialism and education by Ludwig Rosenberg

Developments in educational leave of absence by Linda Rheaume

Employment fatalities in Canada — 1975

Labour legislation in Canada, 1976 — Part 1B — Public sector and construction by Nicole Marchand

PARTMENTS

COMMENT
- Bigness in labour
- The fair-comparison principle: a way to avoid public-sector strikes
- MNCs and the OECD: where labour stands

BOOKS
- **Public Employment Labour Relations: an overview of eleven nations** edited by Charles M. Rehmus — reviewed by Alan Whitehorn

ADDITIONS TO THE LIBRARY

PRICES, EMPLOYMENT, AND EARNINGS

LABOUR STATISTICS

ERRATUM

Owing to a technical error in printing, page 79 precedes page 78 in our February edition. We regret any inconvenience that this may have caused.

newsline

HEALTH AND SAFETY

Company sets safety record

The 450 employees of the Northern Telecom Ltd. plant in Lachine have set a safety record for the company in Quebec province — 2,000,000 man-hours without a lost-time accident. The plant, which produces switching and transmission products, did not record any lost-time accidents between Nov. 5, 1974 and Nov. 23, 1976.

Women exposed to more occupational hazards

A research report published by the federal Advisory Council on the Status of Women finds women are exposed to a greater number of occupational health hazards than in the past. It offers two reasons: the number of women in the work force is increasing and they are aspiring to a wider variety of occupations, many of them detrimental to health.

The 127-page report, by Anne George, entitled, *Occupational Health Hazards to Women — a Synoptic View,* includes a bibliography, a list of the main occupational health laws in Canada, and several statistical tables. It also discusses possible risks involved in occupations in which women have been traditionally employed, including:

- airline flight attendants — fatigue, noise, carbon monoxide, 'jet lag';
- dental aides — exposure to anesthetic gases, mercury and radiation from X-rays;
- electrical and electronic workers — arsenic, asbestos, lead, mercury and others;
- hairdressers — "a large variety of commercial products which may be hazardous";
- hospital employees — accidents, toxic chemicals, excessive radiation, contact with contagious diseases;
- laboratory workers — infections, toxic chemicals, use of radiation equipment;
- office workers — poor ventilation, poor lighting, noise, monotony, impersonal work situations and "long hours of sitting in one place" which can be hazardous in an improperly adjusted chair;
- teachers — stress, and contagious diseases including mumps, measles and influenza.

The report says women who work in the textile industries or for laundries and dry cleaning firms are also exposed to a variety of chemicals, but such hazards are not unique to women in the paid work force. Employees sometimes bring home hazardous products on their clothing or even on their bodies.

INDUSTRIAL DEMOCRACY

Controversial proposals debated in Britain

A government-commissioned report proposes giving British workers more control over the operation of companies than employees have in either West Germany or Sweden.

The proposal has run into opposition from many industrialists, and even from three members of the committee that conducted th study. They have drawn up their own dissenting minority report.

The committee was made up of unionists, lawyers and industrialists under the chairmanship Lord Alan Bullock, master of St. Catherine's College, Oxford University. The proposals in thei majority report would require companies with more than 2,000 employees to have:

- an equal number of stockholde and employee representatives or company boards, along with a third group of selected directors; the employee representatives would be chose through recognized unions;
- the creation of an industrial democracy commission to supervise the system;

The participation plan would go into effect in a company only if one third of the employees vote for it.

For companies with between 2,0 and 10,000 employees there wou be four worker representatives, four representing stockholders a three independent members. For firms with more than 25,000

loyees, the division of repre-
atives would be seven
ers, seven stockholders and
independents. The government
pected to allow at least a year
ublic debate on the proposals
re deciding whether to
ody any of them in legislation.

n reaction is generally
urable. A poll published by the
ncial Times of London found
er cent of union members in
ur of the proposals, 25 per
opposed and 12 per cent with
pinion.

d Basnett, general secretary of
381,000-member General and
icipal Workers Union — the
try's third largest —
ounced the Bullock report as
levant to the trade union
ement" and called for some-
g "more radical and
amental."

report also drew criticism from
nfluential British weekly,
Economist. It described the
rt as "misleading" because it
poses a significant step
rd union control of industry
e posing as the saviour of the
d economy." Its "worst
ure" was "leaving the choice
ho should have the board-
n seats to cliques of shop
ards."

rkers who choose one kind of
o steward to bargain for them
want people with different
ities to represent them in the
d room," the magazine argues.

Economist criticized the main
rt as "essentially a catalogue
oncessions to the TUC's view
dustrial democracy," and the
rity report as a "not-too-subtle
mpt to evade board level
cipation altogether." And it
the best proposal would be a
allowing industry to choose
a range of participation
options, with a legally enforceable fallback (if both sides could not agree) involving worker directors "to spur both sides on."

Public in favour

A Gallup Poll has found considerable public support for worker representation on the boards of Canadian companies. About 71 per cent of 1,053 Canadians polled in early December approved the idea. And about 65 per cent of the respondents were in favour of workers having access to information on their company's financial situation. Only 14 per cent said worker directors were a bad idea, while 15 per cent said they didn't know. About 24 per cent said providing access to financial information was bad and 11 per cent said they didn't know.

The questions posed: "Do you think it would be a good or bad thing if workers in large companies were able to elect members on the board of directors?" and "Do you think it would be a good or bad thing if workers had access to information on their company's financial situation?"

ABSENTEEISM

High toll on productivity

The *Financial Times* of Canada says absenteeism costs Canada half as much lost potential production as unemployment and more than eight times as much as strikes and lockouts.

"Almost 745 million hours of production were lost in 1975 to sickness, tardiness, fatigue and a variety of other causes, including decisions by many employees simply to take a day off work," the Toronto-based weekly newspaper said.

The estimate is based partly on a survey of 60 public and private employers which indicates that industry loses an average of 4 per cent of its production time to absenteeism — an estimated 744.6 million hours or 18.6 million weeks, based on the country's 9.31 million active labour force members "each theoretically capable of working 2,000 hours in the year."

"Multiplying that number of weeks by Statistics Canada's $203.34 average all-industry weekly wage implies that employers paid out $3.8 billion in wages for which they got no work," the newspaper contends.

That represents 125 per cent of the cost of operating the Unemployment Insurance Commission, it adds.

The newspaper also notes that while Canadian industry lost 11 million man-days to industrial disputes, "at eight hours a day, the 745 million hours lost through absenteeism works out to more than 93 million lost man-days."

LABOUR LEGISLATION

Canada Labour Code amendments proposed

Labour minister John Munro has proposed a series of amendments to Part III of the Canada Labour Code relating to employment standards for employees within federal jurisdiction.

In the House of Commons, Munro introduced a bill that would:

- enable employers and employees to adopt a modified work week;
- increase from eight to 10 the number of general holidays in the year;
- provide an extra week's vacation for employees with six or more years of service.

The modified workweek proposal would permit employers and employees within an undertaking to jointly adopt — after ministerial approval — whatever work schedule they prefer, provided that over a stated period total hours worked would average the current 40-hour week. The eight general holidays now granted would be augmented by Boxing Day and Heritage Day, the third Monday in February.

The existing two-week annual vacation, with vacation pay at 4 per cent of earnings, would be increased to three weeks, with pay at 6 per cent, for employees with six or more years of service with one employer.

The proposals refer solely to employment within the federal jurisdiction, covering such areas as railways, airlines, banks, broadcasting, grainhandling, shipping and related services, interprovincial highway transport and certain crown corporations.

PERSONNEL MANAGEMENT

Conference Board study

Personnel administration should be given higher priority by corporation managers, a report released by the Conference Board in Canada concludes. The 94-page study, *Corporate Manpower Planning in Canada: Trends and Prospects,* is based on papers and discussion at a two-day symposium held in Montreal by the independent, non-profit research organization.

It defines manpower planning as "the function within organizations which ensures that the proper number of qualified and motivated employees will be available in the future to carry on the required work." This function, the report concludes, "needs to be fully integrated" within total corporate planning. Otherwise it becomes "a fruitless exercise generating activity and paperwork that has little impact on the organization."

The study also finds a "pressing need for dialogue between corporate manpower planners and government policy makers in manpower and labour." It concludes that if that dialogue were established and government programs could meet corporation needs more closely, manpower planning could be the key function in most organizations over the next few years.

EMPLOYEE COMPENSATION

Executive salary differentials

Historically, United States executives have received higher salaries than those in other countries, but a study by a firm of Toronto consultants suggests this is no longer the case.

The results of the study, by Towers, Perrin, Forster and Crosby, were reported in the Toronto daily newspaper *The Globe and Mail.* They showed chi executives and other senior mana gers in several countries with higher salaries than their U.S. counterparts.

In Belgium and The Netherlands, the average salary of a chief executive last year was 5 per cen above the U.S. level. In Brazil and Sweden it was 10 per cent above the U.S. average, and in West Germany 15 per cent higher. In Canada, however, the average reached only 90 per cent of the U.S. level. Canadian salaries were also lower, at 85 per cent, for thre other categories reported — director of marketing, director of finance and director of personne

The study also placed Canadian hourly wages in manufacturing a an average $5.03 for January, 197 compared with a U.S. average of $4.80. That made the Canadian average the "highest in the world the report said.

WOMEN

Women keeping jobs

Women are joining the work forc in record numbers in most countries of the industrialized West, according to a study released by the Organization for Economic Co-operation and Development. The study also found that women managed to keep their jobs better than men did during the 1973-75 recession Women's share of total employment increased in 14 of the 16 countries surveyed. It declined i only two — France and Japan.

oping with the mid-career nemployment crisis

Roy LaBerge

e and more Canadians may
to prepare themselves for
eral different careers in their
me as job stability becomes a
g of the past in our labour
ket. Technological and other
nges in the workplace are
ging employees at all levels
to face with what some
lemics call a "career identity"
s. Examples are to be found in
y community:

skilled linotype operator is
sferred to what he considers a
meaning" job of pasting up
ut pages, because his
spaper changes to computer
setting;

perienced, well-paid machi-
s are replaced by an automated
hine and transferred to
ively unskilled jobs on the
embly line;

ore and more people — ecially skilled workers and nagers — are trapped in lining occupations

teletype operator with 40
s' service is demoted to
phone operator with a
stantial decrease in pay, as a
communications firm reduces
elegraph services;

dairy farmer takes a job as a
ding cleaner — the only work

Roy LaBerge, a journalist and former editor of Canadian Labour, *teaches social science at Algonquin College, Ottawa.*

he can get — because he cannot raise the capital for the new equipment needed to keep his contract for selling milk to a dairy;

- an executive with 20 years' experience with the same firm is moved to a lower-status position in an organizational shuffle;

- another executive is thrown into the ranks of the unemployed for the first time in his life, because his company merges with a competitor.

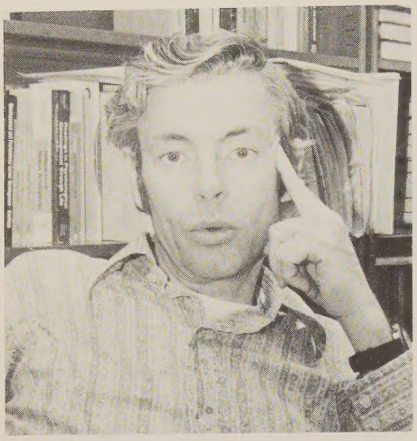
Skill obsolescence has been a problem ever since the Industrial Revolution began. However, in interviews with Ted Weinstein, a former information officer with the Canada Department of Labour, three Canadian authorities insisted that its pace has accelerated in the 1970s as never before.

Change was more gradual in the past, according to James W. Westcott who heads a Toronto firm of industrial psychologists and management consultants. Now more and more people — especially skilled workers and managers — "are trapped in declining occupations," Westcott says.

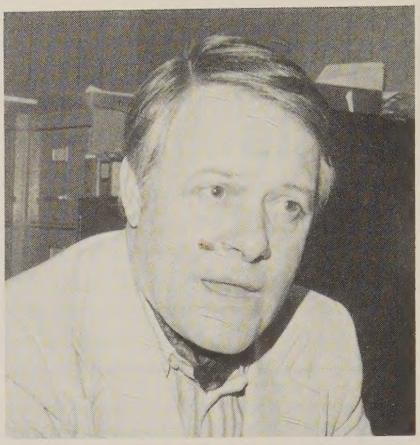
R.F. Morrison of the University of Toronto's Faculty of Management Studies told Weinstein that today's constantly changing business climate makes mid-career business executives particularly vulnerable. At stake are not only "the lives and livelihoods of talented Canadians and their individual employers," but also, "the health of the total business community and, ultimately, the economic and social well being of the country."

Copyright *The Bulletin*

"You know we're an entirely apolitical corporation, Hasker, so while unemployment was a hot political issue we didn't want to fire you — but now..."



Robert Morrison: at stake are "the lives and livelihoods of talented Canadians"



Peter Moon: many companies are cutting back for the first time since the 1940s

Peter Moon, a Toronto management consultant, points out that many companies are cutting back for the first time since the 1940s. This means that thousands of executives and skilled workers in their forties and fifties who had worked for only one company are looking for a job for only the second time in their lives, without knowing how to go about finding one. They face stiff competition on the job market. Monthly federal labour force statistics frequently show 10 people unemployed for every available job, and a total of more than 100,000 people 45 and over unemployed.

In a society that tends to evaluate people in terms of the job they hold, these employees suddenly find themselves with no salary or fringe benefits but with monthly mortgage payments to meet, upset in their family, and loss of status among their friends and in the business community. For the first time since adolescence, many begin to question their worth as individuals. They also start to question some long-held values — such as loyalty to one employer.

It is not only employees who are thrown out of work or into a different job who suffer a career identity crisis. Ben S. Graham, a Danish management authority, says this can also occur when a person has mastered all there is to know about a job "and can no longer grow. Then, if the job cannot be expanded or the person cannot move to another, the quality of his career identity begins to deteriorate," Graham argues. "Involvement is gradually replaced by boredom and indifference. Enthusiasm wanes and the person ceases to keep up with the changing requirements of the work." In time, the person is no longer "alive on the job in the sense of having a wholesome, vital career identity, and to compensate, he may become active in other segments of life — hobbies, family, community affairs, religion or sports."

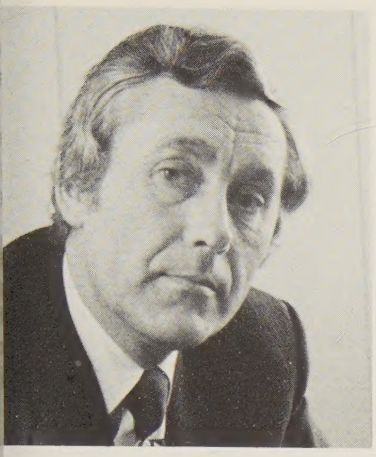
...today's changing business climate makes mid-career business executives particularly vulnerable

In an article first published in Danish and later reproduced in English in *Optimum,* the quarterly publication of the Bureau of Management Consulting of the Canada Department of Supply and Services, Graham contends that a employee may have such a "feeble" identity with his career that it has given him just enough personal meaning to sustain life: "Later, at 65, he has 30 years of practice of being dead on the job, and when enforced retirement makes it official, he obligingly dies."

Graham argues that society, to avert such "identity failure," should replace "the traditional notion of preparation for a job for life" with ideas that are "more appropriate" for today's complex and changing world. Many people who are alive today will master several careers — some because they choose to; others because they are forced to by layoff or transfer.

Thousands of young Canadians a reluctant to commit themselves t a lifetime career with one employer. The Economic Council of Canada, in *People and Jobs,* it 1976 survey of the labour market, suggests that the high unemploy ment rates for young Canadians reflects, at least in part, "a testin and learning process in a market environment in which links between the school system and employment are loose." Unlike young people in some European countries where "pervasive" apprenticeship programs provide young people with continuity between formal schooling and careers, many young Canadians "initially take full-time jobs and leave them, take part-time jobs fo experience, or take labouring job just to earn money to return to school."

Graham contends that it would b



Davis: employees over 40 are essing their relations with their oyers

Organizations like Forty-Plus of Canada can be of great help to the unemployed executive

h easier for many young le to commit themselves to ers "if they don't have to make commitment for life."

n P. Davis, a Toronto public ions consultant and adver- g executive, notes a amental change in employer- loyee relations in the last de involving what he calls the alty factor."

longer do we see the mutual ctation of the long-term mail- o-president growth curve n a single company. Both oyers and employees now ider this an outside possibility us the norm." One result, says s, is that many employees 40 are reassessing their ions with their employers, cially as they see increasing bers of their peer group being o after many years of "loyal" ce.

comes as a shock to middle- managers who had been ated to believe "that a bany looks after its own, and a pension at 65 is the eventual rd for years of loyal service." nds this especially true of many people born during the 1930s, who grew up in a world where security was sought after. "In many cases it was deliberately merchandised by companies in their recruiting and development of fringe benefits," he adds.

Even those who are not laid off but are transferred to lower-status jobs find a change in others' relationships to them. "Fewer and fewer telephone calls are returned,"

For the first time since adolescence, many begin to question their worth as individuals

Davis notes. "More and more people are tied up in meetings or are about to go out of town and can't make it to lunch."

The emotional shock of unemployment is even greater — especially if it is the employee's first such experience. Hence he or she usually does a poor job of searching for new employment. "Suddenly the routine is broken," Davis says. "There is no office to go to, no meetings, just your own self-imposed activity to occupy your days. To many, it is like being a non-person away from the world you have known, and the shock of this can cause serious depression."

Organizations such as Forty-Plus of Canada, a Toronto-based job placement and counselling service, can be of great help to the unemployed executive — by providing him with mid-city phones, desks, secretarial help, and even more important, a meaningful activity during the job-search period — helping others with the same problem.

Davis says forced unemployment can provide a middle-aged person with an opportunity to review his personal objectives, and he offers this advice: "Ask yourself: What would you really like to do with your life? Consider a second career, a change in life style, earnings, or even a change in location. Many apparently happy and contented people who find themselves unemployed at 50 years of age, suddenly realize that

Jean Butler: unemployed because "they didn't see the handwriting on the wall"

they have wasted so many years of their lives doing a job they really never enjoyed."

Jean Butler, executive director of Forty-Plus, says a high proportion of unemployed managers actually welcome the chance to "evaluate their careers and work situations in line with their life styles and aspirations.

She speaks glowingly of one Forty-Plus client, an insurance executive, who, after going through the organization's goal-setting process recognized that his real interest was not insurance but boats. "He went to Bermuda, looked around, returned to Montreal, sold his house and got into the charter business," she said.

Davis points out that this kind of career review might have had even more positive results if it had been undertaken by men and women when they were only 35. To him, employees should not wait to be transferred or laid off, but should be preparing their next job while holding their present one: "People should look at alternatives, and anticipate trends." One executive, who left banking to found his own promotional firm put it this way: "I have seen too many of my colleagues neatly rolled into a waste ball and tossed into the waste basket."

Many people over 40, even though they are not totally satisfied with their work, have become attached to their jobs. Their seniority gives them privileges such as lengthy vacations and pension benefits they might lose if they changed employers, so they prefer a "dull but comfortable" existence and well-established routines to the risk of taking on a new career.

Jean Butler of Forty-Plus says these are often the managers who become unemployed because "they didn't see the handwriting on the wall...or they had a disagreement with a superior, or they got bored and didn't perform."

Davis also believes some companies keep employees in a job long after they should have been transferred or let go: "Once manager has been identified as t source of a problem, he should b told or fired then, not allowed to hang on for several more years."

Many people who are alive today will master several careers...because they are forced to by layoff or transfer

As long ago as 1961, Arthur V. Piggott, director of the Canadian Association for Adult Education, warned that the technological revolution was making education lifelong process: "Technology a automation, science and inventio and the pace of change, will increasingly demand continuous training and retraining."

Copyright Toronto Star Syndicate

"My client was forced back into a life of crime, Your Honor, in order to maintain the standard of living to which he had become accustomed in prison."

opportunity to review his personal ctives

consensus of academics who ly learning abilities is that ple can learn after age 40, but y employers and educators e yet to be convinced of this. LG, Jan. '77] For example, a ear study of 350,000 United es workers by a marketing ey and research firm based in ceton, N.J., concluded that in-se training could make many loyees just as effective as e with more education from ide the firm.

y companies, however, still er to hire outside "experts" er than retrain the people they ady have on staff. One study he International Labour anization found that employers e major industrialized ntries are often particularly ctant to spend money training training their older employees ause of the relatively short king time left to them.

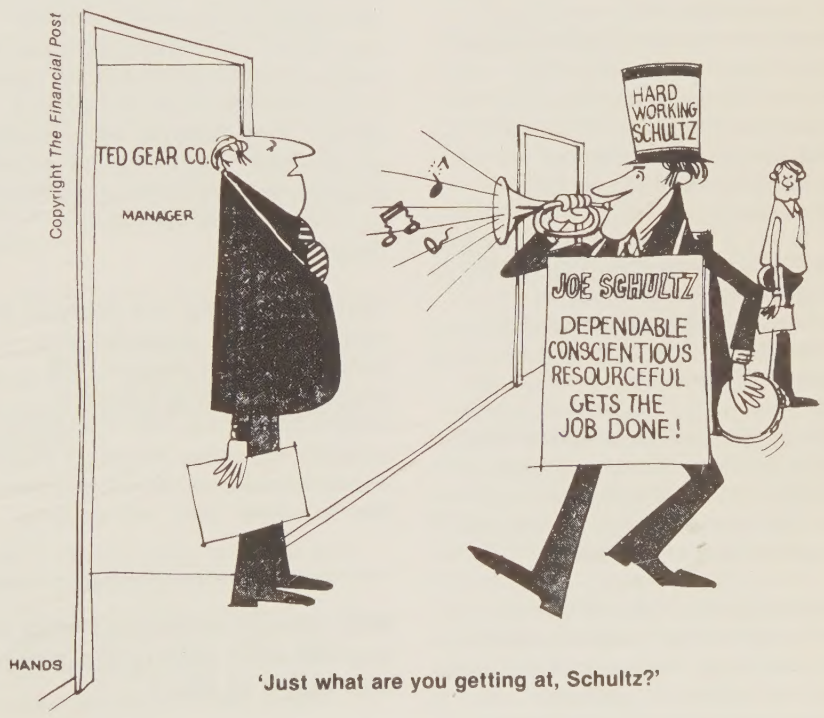
ng the 1962 Canadian Confer-e on Education, in Montreal, 0 people concerned with education discussed the need for making more training available to adults. Since then, there has been a great surge in adult education programs — full-time and part-time, academic and vocational.

More opportunities for learning new career skills are available than ever before and they are undoubtedly a help in coping with mid-career identity crisis, but are they enough in a society in which a person's worth is measured in large part by the status and income of the job he holds — and so measured not only by others but also by himself?

How much can retraining do when the labour force statistics regularly show the numbers of unemployed people vastly outnumber the job vacancies? Obviously a total solution would require a change in attitudes and values — a recognition that people have dignity and are worth associating with whether they are prime ministers, company presidents, machine operators, sales persons, housewives who have never held a paid job, or unemployed people looking for one without success. Such a transformation would be far more revolutionary than the changes in the labour market, and in education, that have come about since the Second World War.

...employees should not wait to be transferred or laid off, but should be preparing their next job while holding their present one

The individual who suspects he may one day suffer a career identity crisis would do well not to wait for that utopian societal change, but to start immediately to prepare himself for his next career. lg



'Just what are you getting at, Schultz?'

The minimum-wage debate — some new developments

by E.G. West

The central focus of the traditional debate on minimum wages has been on whether or not they cause unemployment. Major attention has now switched to how the poor are affected financially. This is now felt to be the more important question because every member of the poor could eventually be better off with a minimum wage if it were adjusted to compensate for some necessary periods of induced unemployment.

Few economists now concern themselves very much with new empirical tests that might challenge the numerous recent studies that have typically shown a positive connection between minimum wage increases and upsurges in unemployment. Fewer still engage in the once common argument about whether the relevant labour markets are non-competitive (monopsonistic) and therefore not subject to the 'laws' of demand that predict fewer workers will be demanded when the price is increased.

Most now agree that the typical labour markets affected by minimum wage laws are highly competitive. The most casual glance at the trades and occupations covered by Canadian legislation suggests this, because retail store workers, laundry workers, beauty parlour employees, waitresses, barbers, truck drivers and students, are all included.

Assuming that the demand for their services is inversely related to their wage levels, workers can still benefit from legalized minimum wages above market

E.G. West is a professor of economics at Carleton University, Ottawa. This year he is a visiting professor at the Centre for Study of Public Choice, Virginia Polytechnic Institute and State University.

levels if the wage increase is high, if elasticity of demand for workers is low, and if they share the unemployment almost equally. They can do this by taking their turn for vacancies as they occur. There will always be a number of vacancies, if only to replace people who are retiring or moving on to other jobs. The higher the turnover of jobs, the larger the number of vacancies, and the greater the probability of securing a job at the new higher wage. For the outcome of this process to be favourable to the poor, demand elasticities for their labour must be below a certain level and the rates of job turnover must be above a certain level. Whether these levels are attained is an empirical matter, and new studies are under way in the U.S. to elicit the relevant magnitudes.

The most striking new analysis so far has been by Jacob Mincer published in the August 1976 *Journal of Political Economy*. Mincer points out that theoretical analysis indicates minimum wages cause workers to move between the "covered" and "not covered"

Why should minimum wages be popular even among the groups that stand to lose?

sectors and between the labour market and the non-employed. Suppose for example that minimum wages in Canada covered all occupations except those in the "service" industries, such as restaurants. It was once thought that the *inevitable* result of the introduction or increase of a minimum wage in the covered occupations would result in a migration of unemployed workers to the non-covered sector — like the restaurant trade. The resultant increase in supply of restaurant workers would *lower* their wages to an extent that some workers would choose to become unemployed by choosing earlier retirement or going on welfare.

The total result of minimum wage legislation would be a smaller working force and an increased inequality of earnings between the covered and the non-covered workers, the covered being better off and the non-covered being worse off than before.

Mincer points out, however, that such a sequence of events is *not* inevitable. The outcome depends on the size of the wage differentia and the labour demand elasticities in the two sectors. It depends also on the total labour supply elasticity, the minimum wage coverage and the vacancy (turnover) rate in the covered sector. If demand for labour in the covered industry is very inelastic, and if the vacancy (turnover) rate is high, labour may be attracted to the covered sector and away from the uncovered sector in the service industries and the non-employed groups.

new entrants to the covered
or would be prepared to
ergo a substantial period of
nployment — a kind of
untary" unemployment — in
nope of securing a substan-
/ higher paid job. Because
e of them will come from the
covered trades such as the
ice industries, these trades
now offer an *increase* in
es. With these factors in
ct, the total outcome will
sist of an increase in the
ur force, greater unemploy-
t, and a rise in the income of
poor as a whole, while the
bers retired and on welfare
fall. Mincer's analysis, how-
, produced opposing evidence.
g data from the U.S. Bureau of
or Statistics for 1954 to 1969,
ound that the negative effects
inimum wages were more
ked on the total labour force
on the unemployment rate.
literature demonstrating unem-
ment effects of minimum
es has, in other words, under-
ed the disemployment in total.
disemployment effects have
uded the re-employment at
es lower than before in the
overed sector and withdrawal
ndividuals from the labour
e.

e writers are currently making
claim that minimum-wage laws
benefit the poor even though
mean some unemployment.
cer's evidence clearly refutes
ecause of minimum wages, the
iving' restaurant-type workers
unambiguously worse off in
me. Another group that might
be worse off — depending on
size of welfare and other
rance payments — are people
leave the labour force. It is
group that is affected most by
imum-wage laws. Mincer
ends that, "no more than a
of the employment loss in
covered sector appears as
nployment, while the bulk
draws from the labour force."

"What's all the fuss over the lowering purchasing power of the dollar? Why doesn't everyone use credit cards like we do?"

If Mincer's evidence is eventually matched in Canada — and there is much need for some similar research here — the interesting question emerges: why should minimum wages be popular even among the groups that stand to lose? One answer may be that such popularity is expressed not by all low income workers but by their spokesmen. Sometimes these are self-appointed persons in trade unions, who have their own special reasons for supporting minimum wages.

...withdrawal from the labour force is an attractive proposition to many marginal workers

In U.S. Gallup polls on minimum wages, the ratios of support to opposition declined from 71 to 24 in 1947 to 55 to 39 in 1965. This degree of opposition is quite substantial and is likely to be higher today when unemployment among teenagers is so much larger. Such simple opinion polls, however, are inadequate. What is needed is information on people's attitudes to a whole table or schedule of minimum wages ranging from market wages to wages that are double or triple that level. Of course the framing of the questions themselves will encourage more than average reflection. If people were asked their opinion for instance as to whether the minimum wage should be raised to say $5 or $10 an hour, it is then that they would more speedily recognize the limits of the policy and its dangers of serious disemployment.

Another answer to the question of why minimum wages receive such popular support in Canada might be that the evidence is opposite to that revealed in Mincer's study. The only appropriate response to this claim is to ask for, and await, the real evidence. It is helpful to remember, meanwhile, that even if it turns out to be different, the empirical measures involved are

The non-poverty groups who pay for the redistribution are of course the majority of society

usually in terms of averages and aggregates. There may well be certain sub-groups within the low income class as a whole that will still stand to suffer even though the "average poor" are better off. In his study, published in the October 1974 *Southern Economic Journal*, Alan G. King estimated that an elasticity of demand for teenagers of 0.71 was a sufficient condition for the improvement of the welfare of teenagers as a whole, despite some unemployment. Yet he admitted that the demand elasticities for non-white teenagers of both sexes were very much greater, "failing to satisfy even the necessary condition of inelasticity and indicating that these groups will be harmed by any increase in the minimum wage."

We come next to perhaps the most sophisticated of all arguments that explain the popularity of minimum-wage laws. As suggested earlier, the individuals who respond to increased minimum wages by leaving the labour force may or may not be better off depending on the size of the welfare payments they receive. It may be, in view of the relatively higher rates of welfare payments in the 1970s compared with previous decades, that the withdrawal from the labour force is an attractive proposition to many marginal workers. To test this empirically we need to look at the earnings of an individual at the minimum-wage level minus the costs of earning this income. These costs include transport to and from the job, insurance, and foregone leisure.

Bearing in mind that welfare payments may only be received on the production of evidence of need, minimum-wage-induced unemployment would be proof that the claimant cannot obtain access to alternative income. This being the case, it could explain why so many spokesmen and agencies for the poor support minimum wages. If for example they regard a $2 an hour market wage as a poverty income it is arguable that they would consistently support a minimum wage of $3 an hour if those unemployed as a consequence can claim welfare payments that would be equivalent to a wage of, say, $2.75.

Nevertheless, this argument has to face the fact that the minimum-wage method of helping the poor results in social waste because it reduces national income. As we have seen, excessive mobility is encouraged between the covered, the non-covered, and the non-labour force groups. Moreover, the cost of job search is increased. More important, because additional unemployment is caused, national output falls. Even though the benefits to the poor from minimum wages do arise through the tortuous route of increased unemployment lines and increased candidacy for welfare payments, these benefits amount to a redistribution of income from non-poverty groups in society that could be accomplished more efficiently by other schemes.

The non-poverty groups who pay for the redistribution are of course the majority of society. They would prefer the more efficient transfer mechanisms of the negative income tax which is likely to reduce work and output to a much smaller extent. Paradoxically, the strongest political opposition to negative income taxes so far has stemmed from the average voter's fear of reduced incentives to work because in most negative income tax schemes, families may qualify for income payments even though their members make little effort to obtain employment. Attitudes may change if it is fully realized that the adopted alternative to the negative income tax — minimum wages plus the present welfare structure — is an even better incentive to work, as suggested in Mincer's analysis.

Finally, it is arguable that the complex effects of minimum wages outlined in this article occur only temporarily and immediately after the minimum wage has been introduced or increased.

...the new move in the U.S. to index minimum wages is likely to spread to Canada

The real value of the higher rates is quickly eroded by inflation as are their effects on the covered sector, the non-covered sector, and the size of the labour force. Because of lags in adjustments to the minimum-wage rates, their effects are discontinuous. Recent Canadian experience, however, shows such an increase in the frequency of revision of the rates that the 'battle' with inflation may nearly be won. In the longer run, moreover, the new move in the U.S. to index minimum wages is likely to spread to Canada. When such indexation is finally implemented, and if Mincer's kind of evidence is matched in Canada, the final result will be a *permanent* reduction in the labour force and *permanent* increase in unemployment, both of which will set equally long-lasting limitations on Canada's growth potential.

Clearly, the debate on minimum wages remains sensitive. In Canada, much new and objective evidence is required to make the discussion an adequately informed one. lg

'hat is an ideal preparation
r industrial relations practitioners?

Keith E. Thurley

strial relations has developed body of rules, procedures and tutions in all industrialized eties. In accord with this there been a steady growth in the ortance attached to the hand- of industrial relations issues overnments, political parties business concerns.

labour movements of course, been founded on the urgent for improved wage levels and king conditions, and the recog- n of trade unions for bar- ing purposes. The demand for al training and for educational ses concerned with industrial ions, however, has developed t rapidly in the 1960s. This and, naturally, has tended to w the recognition of the area n important one for govern- t policy and business practice.

ersities in the United dom, for example, started to lop specialist MSc. courses in strial relations 10 years ago, y at least in response to the that there would be a rapidly g demand for 'professional' training in the field. These ses were seen as relevant for re recruits to the ranks of full- trade union officials, the etariat of employers asso- ons, those concerned with onnel management in com- es, and government agencies cerned with dispute settle- t, wage determination, the gnition of unions, and the edures of collective aining.

ne same time, business

Keith E. Thurley is a senior lecturer in industrial sociology at the London School of Economics and Political Science, England.

training at the under-graduate, post-graduate and on-the-job experience levels has increasingly been concerned with industrial relations as a preparation for managers or would-be managers. In the trade unions, the last decade in the U.K. has seen the extension of shop-steward training as a desirable experience for all union officials. On all sides, therefore, it is increasingly recognized that formal education and training *is* necessary for I.R. practitioners. The problems that require discussion, however, appear only when one starts to consider the validity and relevance of such courses.

To ask 'what is an ideal preparation for an I.R. practitioner?' is to ask a number of specific questions, in the areas of needs, objectives and the design of learning strategies. These can be put as follows:

Needs.

1. First, clarification of definitions and concepts of industrial relations.

- What is the scope of industrial relations and with what issues should it be broadly concerned?

- Who is an I.R. practitioner? Is there an agreed classification of practitioner roles, so that each type can be dealt with separately?

2. With what *theory* of industrial relations are we concerned and what central activities appear to be predominant? (job regulation, collective bargaining, reward/work determination, participation in decision-making, etc.).

3. What theories of social behaviour should we assume in analysing the workshop, organizational and political behaviour of I.R. practitioners?

4. What evidence exists that 'problems' in industrial relations are caused by lack of an adequate conceptual framework, lack of knowledge of the law or of institutional practice, lack of negotiation skills that could be developed by training?

Objectives.

5. If industrial relations involves conflict between parties, whose interests are we concerned with in developing training/educational courses? What criteria are we using to judge a relevant and useful program?

6. Should we be concerned with providing a framework, imparting knowledge, stimulating analysis or innovatory thinking, the provision of skills or the changing of attitudes?

Design of learning strategies.

7. Is preparation best undertaken in long academic courses for students at the graduate level, or is it best designed as a set of short learning situations to complement actual job experience?

8. Should preparation for all practitioner roles be by means of a single course, different courses within the same institution or separate courses in separate institutions?

To pose such questions shows the difficulties of coming up with a precise set of prescriptions in answer to our main question. There is, however, a basic issue at the root of such questions and it is necessary to state the main argument here before discussing it in detail. If it is agreed that although the roads to industrialization are diverse, the phenomena of industrial society are increasingly similar, it is relatively easy to argue with Clark Kerr et al. that:

"One of the universals of the industrialization process is that management of enterprises becomes professionalized rather quickly..." The argument is that "management moves from a paternal or political orientation to a professional one. As we emphasized, professionals are fast becoming more highly trained technically; and the 'technostructure', as Galbraith has termed it, takes over more of the managerial function..." It follows "that systems of industrial relations, almost universally tripartite, develop with a substantial degree of compatibility among the component parts. These systems originate and administer the 'web or rules' that comes to govern daily operations within the system. The organizations of the workers become more a part of the system than are apparent against it. The system is subject more to evolutionary change than to revolutionary revision..." (Clark Kerr, John T. Dunlop, Frederick Harbison, C.A. Myers, *Industrialism and Industrial Man,* Penguin Books, Harmondsworth, England, 2nd. ed., 1973)

From this perspective, even granted basic cultural differences and differences in historical development, the growth of industrial relations systems means the development of 'professionals' acting for all parties in the system in a detached non-political manner. Such a professional role needs a formal preparation at an institution of higher education as well as a qualification system based on academic study. The 'professionalization' of industrial relations then proceeds side by side with the growth of the body of knowledge called industrial relations, an understanding of which entitles one to participate in the I.R. system. The study of 'industrial relations' as an academic body of knowledge is increasingly international, and students from one system can 'qualify' by acquiring knowledge in universities in countries that may be more advanced in such studies.

The fundamental problem is to design a special education strategy that responds to the particular needs of a given society at a certain stage of development in its industrial relations

It can be argued therefore that from the perspective of the authors of *Industrialism and Industrial Man,* there is a clear answer to the basic question posed by the title of this article: *the answer lies in post-graduate study at university level.* To test the validity of this answer as a universal prescription, a look at industrial relations training needs in the United Kingdom and comparing it with the situation in Japan, Sweden, and Hong Kong is appropriate.

Industrial relations training has been much discussed in Britain. The Commission on Industrial Relations (C.I.R.) produced a report (no. 33) *Industrial Relations Training* in 1972. A year earlier, the British Institute of Management (B.I.M.) had produced a report, *Industrial Relations Training for Managers.* There is also the *Training for the management of human resources* produced in 1972 by the Personnel Management/ Training Subcommittee of the Joint Industrial Training Boards Committee for Commercial and Administrative Training, and the latest report *Management training in industrial relations* produced in 1975 for the Management Education, Training and Development Committee of the National Economic Development Office (N.E.D.O.)

It is impossible here to summarize all the reports adequately but some of the major points are:

- Employers are the largest providers of industrial relations training for managers, but in 1970 only 20 per cent of managers and supervisors attended courses that included industrial relations. Only 15 per cent of shop stewards attended such courses. More than 50 per cent of the managers and 33 per cent of the stewards received only one day of training. (C.I.R. Report).

- The C.I.R. was highly critical of the content of many of these courses. They saw them as too general and biased towards 'human relations' rather than concerned with matters of joint regulation.

- More than 270 technical colleges and polytechnics provided industrial training, but the C.I.R. was again critical of the content of such courses which were said to be often inappropriate to needs, and without a clear purpose.

...e *Training for the mana-*
...*ent of human resources* report
...ed that a formal course of
...siderable length was an essen-
...part of the education and
...ing of all specialists in
...strial relations. It recom-
...ded post-graduate or on-the-
...experience together with a set
...pecialist modules (learning
...xages) related to job needs.

...e B.I.M. report highlighted the
...d for line managers to have a
...king knowledge of company
...onnel policy, trade union
...nization and agreements, and
...scope for productivity bar-
...ing. It argued that the
...strial Training Boards should
...me more active in industrial
...ions training.

...e more recent N.E.D.O. report
...t over a lot of the points sum-
...zed above and focused on the
...parent gap in terms of the
...ds of companies and the indus-
...relations training courses of
...y of the 'providers'. While
...e are several examples of
...e collaboration between aca-
...ic institutions and particular
...panies in running satisfactory
...ses in industrial relations
...ed to specific conditions of
...panies, no adequate system
...ts for bringing the academic
...itutions and industry together".
...problem led the Working
...up behind the N.E.D.O. report
...ecommend that an Industrial
...tions Training Resource
...tre be established to assist
...panies and other institutions
...wished to provide better I.R.
...ing for managers. The centre
...now been established at
...ridge Management College.

...pite of so much official
...ment and advice and the C.I.R.
...arch, it would be foolish to
...clude that the question of
...strial relations training in
...ain has been largely settled or
...clarified in terms of the

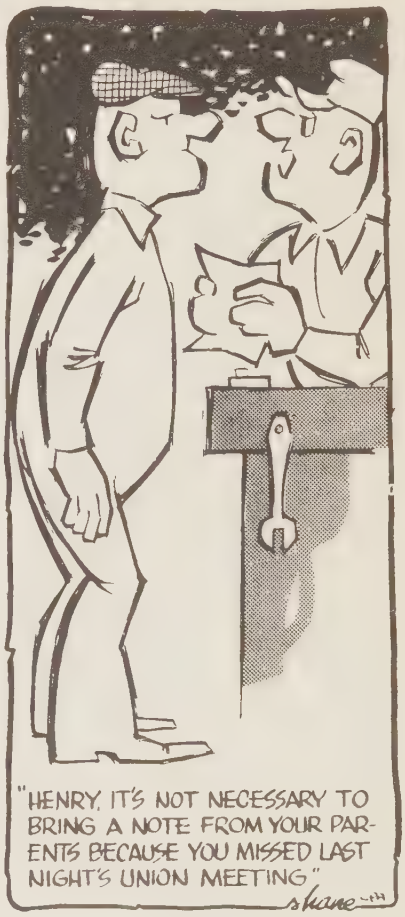
The study of industrial relations as an academic body of knowledge is increasingly international

definition of the basic arguments. Critics of the C.I.R. report, such as Geoffrey Stuttard, could fairly easily establish that many of the sentences of this report were knowingly question-begging. He says: "Training is one of the measures necessary to ensure the maintenance of effective industrial relations." Stuttard — in *Industrial Training International,* May 1973 — raises the obvious necessity of defining 'effective', from different viewpoints. He argues that "no simple package, or module, or clearly defined skill can make up an industrial relations course or series of courses. Industrial relations is in fact an explosive mixture in which politics, economics, sociology, law, social and personnel psychology, tradition, custom and practice, communication theory, organization theory, language and clear thinking are some of the ingredients." Stuttard argues an understanding of the nature and purpose of industrial relations is not just a neutral technical piece of 'professional' knowledge, it can lead to thinking which upsets managers, trade union officials or even politicians.

Susanne Lawrence, writing in *Personnel Management,* July 1973, quoted Stuart Dalziel's comment that the C.I.R. report was 'nothing if not depressing.' She argued that industrial relations training was still, as confirmed by the C.I.R., 'a sadly neglected area,' in spite of the stimulus of the Industrial Relations Act (1972) and the Industrial Training Act.

Only in exceptional circumstances such as at Wilton in an I.C.I. Ltd. exercise involving the introduction of their weekly staff agreement, or in the printing and publishing industry, where a research project of the Department of External Studies, Oxford University has produced a manual of I.R. courses, did Lawrence find 'oases' in the desert. It is fairly clear that the desert would not exist if training were so clearly in the interests of all parties as blandly stated by these official reports. Two C.I.R. cases can be quoted to show why I.R. training has *not* been developed in so many cases.

In the first, a C.I.R. team studied the industrial relations in a Lincolnshire engineering factory, Clayton Dewandre Company Ltd. (C.I.R. Report No. 15, 1971). This was a classic case of wage drift associated with a payment-by-results piece-work system. The



Co-operative Press Association

major union was seen as supporting the 'free for all' or the system of shop floor bargaining in which piece-workers pushed up their hourly earnings. The C.I.R. recommended a new payment system, new procedures and a clearer definition of responsibilities for supervision and middle management. Assuming that the C.I.R. were supporting a 'reasonable' solution to the problem of industrial relations at this factory, in what way would industrial relations training have helped? Clearly training is only useful here if it would help to persuade unions, stewards, workers and supervisors that change was desirable and that a new payment structure would be in their interests. Short-term training would be quite ineffective in this situation. Long term professional-type education for managers and union officials *might* persuade them that the C.I.R. policy was reasonable. It might also easily persuade them that other policies were more appropriate.

In the second case, the C.I.R. sent a team to investigate the industrial relations problems on a large engineering construction site — Alcan Smelter Site — where continuous disputes had become endemic during the years 1968-72 (C.I.R. Report No. 29, 1972). Seventeen companies were involved, all on the steel erection mechanical, electrical and finishing sides of the project. By August 1971, 133 strikes had taken place, 123 in seven companies. Half of these were over wages and bonuses and one third were sympathy strikes. The strikes were part of a continuous pressure on the steel work erection companies to raise level of earnings and then on other contractors to grant parity. There were also some short strikes over working conditions, health hazards, discipline and dismissals. The C.I.R. underlined the importance of the policy followed by the client who refused to become involved in the industrial relations problems of contractors.

One result was the development of large on-site wage differentials as co-ordination of wage and industrial relations policies between companies or between unions proved impossible. Only one company provided training for shop stewards. Five companies had given some training in industrial relations to their site management. This is an extremely complex case. What is important is that it again raises the question of objectives of training/education in industrial relations. If foremen or site managers were trained, what would be the main purpose? Should one aim at training managers (or stewards) to cope with such situations or should one emphasize the importance of restructuring the situation fundamentally so that on new sites, the problems would not arise?

Reactions against 'professional' I.R. specialists already exist and are likely to increase rather than decrease

Industrial relations training in both these cases clearly provides little short-term relief to industrial relations problems. If it is argued that I.R. training will reduce conflict in the long run, then the answer is that this depends on *what* is taught and, of course, how well it is taught. There is, therefore, in Britain a considerable gulf between those arguing the need for 'fundamental' I.R. education and training and a large body of I.R. practitioners who can only see the most pressing problems and their own need for 'political' skills to achieve survival.

The reports on I.R. training have not really achieved much and indeed may only have given peopl the impression that something wa being done, so that they need not worry. The case for professionalization of industrial relations, actively supported by academics i the industrial relations field, is important mainly in that it has encouraged a growing proportion of full-time union officials, personnel managers and shop stewards to take a course of study in industrial relations. This does not mean that academic qualifications are much respected in thi field. On the contrary, practitioner are still judged by their actual performance in handling crisis situations, where there is open or latent conflict. In this respect, industrial relations is no different from many other aspects of management.

The belief in professionalization a demonstrated by such bodies as the Institute of Personnel Management, goes side by side with a strong scepticism about th value of such qualifications. This paradox is partly explained by the importance attached to individual judgment and decision for all parties, so that managers, for example, see their role in terms o selecting and acting on certain issues and resisting any overall programming of work. It is not easy to define and believe in the 'techno-structure' in such a climate.

Japan is a useful example as a contrast in industrial relations to the U.K. Practitioner roles are very different, and at the same time, the scale of higher education and its significance also show marked differences. Broadly speaking, in Japan, the crucial industrial relations practitioner roles are:

- staff of national unions and union centres and federations,

l-time company union
ials,

ff of government bodies such
e Central Labour Relations
mission,

mpany personnel staff.

e are three main types of I.R.
lems in Japan: determination
nual wage settlements
nro); the struggle over the
ical position of the labour
ement (as seen, for example,
e struggle for the right to
e in the public sector); and
ement of individual company
utes, for example, over
ndancy or two-union
lems.

ne of these situations are
rts trained as 'professionals'
then qualified to take an I.R.
titioner role. In very few
nces, has I.R. expertise been
ed on the job. All government
company I.R. practitioners and
e union officials are university
uates. Social science training
no means as typical as law
ies. It would be difficult to
e that university education is
g such staff a foundation in
rstanding industrial relations.

e are, therefore, two types of
ific I.R. education/training
ities that are important in
n. 1. There is much training at
enterprise level for managers,
rvisors and operatives. Often
includes personnel issues
ugh usually not industrial
ions in the sense of proce-
s, conflict resolution and
e determination. 2. Staff from
ns, managers and the staff of
ic agencies attend lectures
seminars on industrial rela-
s often at the policy level.
n lectures are usually arranged
gencies such as the Japan
tute of Labour or the Japan
luctivity Centre. The first set of
ities are mainly concerned
the understanding and dis-

...industrial relations is no different from many other aspects of management

semination of company personnel policies. Training is part of a program aimed at standardizing management responses in different factories so that a comprehensive personnel policy can be carried out throughout the organization. This is clearly comparatively rare in the United Kingdom, hence the need for the approach advocated in the B.I.M. report mentioned above. The second type of activity has been crucial in bridging the ideological gap which emerged in the late 1940s between managers and the left wing staff of unions and union federations. It is difficult to see how the Japanese I.R. system could have worked so smoothly in the last 10 years if the contacts and understanding engendered by these meetings had not taken place. In neither of these situations, however, is training or education a *preparation* for a practitioner in I.R.

The Swedish case is of interest because it represents a highly centralized I.R. system with a dominant role played by the staff of the central labour federations, employers associations and certain government officials, politicians and academics. Training and education have a very high priority among both companies and unions, largely because it was realized that both were a necessary condition for making centralized agreements work. The Swedish system now, however, is undergoing considerable, even radical, change towards more participation.

Since 1969, there have been literally hundreds of experiments in Swedish companies, attempting to increase the involvement of employees at lower levels in the organization, to change such things as wage systems and to redesign the workplace. It is clear from the program adopted by the 1971 Congress of the Swedish Trade Union Confederation that the driving forces behind these changes are political and social arguments about the reconstruction of society. Such arguments have arisen from a debate, possible only due to highly educated and informed participants from all sectors of the industrial relations community and the widespread industrial education programs available for workers, supervisors and managers.

The Swedish case shows clearly the 'explosive mixture' of ideas in industrial relations to which Geoffrey Studdard refers. Education in I.R. need *not* act as preparation for a role within a system; it can also stimulate, radicalize and suggest that the system needs basic restructuring and reform. Of course it would be an exaggeration to argue that the industrial democracy debate was created by the provision of comprehensive and advanced forms of industrial relations training and education in Sweden. What is certain is that the debate would not have progressed so far without that provision.

Hong Kong provides an interesting case of a society rapidly industrializing but only slowly creating industrial relations institutions and procedures. One of the basic reasons for this is the political sensitivity of industrial relations in Hong Kong. Another is the multicultural basis of employment relations following the establishment of Australian, U.S. and Japanese firms, together with British and Chinese-run companies. The government labour department, however, has pushed ahead with

various reforms and is trying to build up labour legislation with minimum standards governing such things as conditions of employment, and disputes procedures. What is significant in this situation is the type of industrial relations training and educational programs. A report by K.N. Vaid of the University of Hong Kong on the current state of such activities in 1972, showed that at that time there were very few educational courses for unionists or managers in Hong Kong — apart from management courses, master's degree courses at the universities, and a few courses for workers by voluntary bodies. There is a move to set up a Hong Kong Institute of Personnel Management but it is very difficult to see this being very widely accepted outside British firms and some multinational commercial concerns. What then could be done to help develop improved industrial relations practices throughout the manufacturing and commercial sectors? There is a choice here whether to try educating specialists by university master-level courses, trying to develop company based training, using the unions and federations to develop their own courses, and developing a government sponsored tripartite mass educational program dealing with every aspect of employee relations. All these approaches have major limitations, but the greatest potential and pay-off would surely come from developing a government-sponsored tripartite system although this conflicts with the laissez-faire ideology so important in Hong Kong.

A number of conclusions from these cases regarding the argument that labour studies courses need to be organized at a post-graduate level to qualify specialists for I.R. positions in the various parties in each I.R. system, can be drawn. As a general prescription:

Co-operative Press Association

- The argument assumes that industrial relations will become a technical affair negotiated by employers, unions and government, all of whom will have been educated through specialized study of industrial relations at universities. This assumption neglects the fact that industrial relations issues are usually rooted in political and social conflict and will always, therefore, tend to have an element of grass roots protest against the existing I.R. status quo.

- The argument ignores the real differences between I.R. systems in different advanced and developing countries. In some such as Japan, the system does not depend on specialized training, but on mass education. In others such as Sweden, originally based on just such an educated elite, the logic of democracy will lead to more and more emphasis on mass education. In Britain, specialized university training does have an important function in providing a basic education for I.R. specialists, but it cannot meet the urgent need for changes in the behaviour and performance of line managers or of the great bulk of lay-officials in the trade unions.

- The argument, therefore, overstates the importance of basic analytical training for young graduates carried out in an academic environment and underestimates the urgent need for discussion of the improvement of industrial relations on a mass scale, by workers, stewards, personnel specialists and managers.

- The argument is dangerous in that it offers a qualification in a specialist area which may be extremely attractive for ambitious members of modernizing elites, but one that is basically unreal in that the knowledge gained and tested may be highly inappropriate in the society in question.

The argument is also unfortunate in that, if accepted, there is little incentive to grasp the fundamental problem of designing a special educational strategy that responds to the particular needs of a given society at a particular stage of development in its industrial relations. In all the cases cited, there was no easy and obvious educational program that would clearly meet the problems of that situation. Usually a number of educational and training initiatives will have to be launched, tested and modified through experience. None of this will happen if industrial relations becomes yet another academic specialization with competition between universities to offer the highest standard MBA or MSc. courses.

ast problem of this argument
at it cannot really succeed.
tions against 'professional'
specialists already exist and
kely to increase rather than
ease. This fact puts the ex-
ely important research work of
niversities in jeopardy. In
y countries, only universities
carry out studies of the labour
ions situation and it would be
mely unfortunate if criticism
e universities for the un-
stic attitudes of their students
allowed to curtail much
rtant research work.

reject the idea that all I.R.
ems will become professiona-
, where does this leave us? Is
ssible to answer the request
uidelines in training I.R.
itioners? As with most social
y questions, the most practi-
elp the social scientist can
is to set out a series of
natives. What is necessary is
ade unionists, managers and
ials to be able to diagnose
own situation and design
own educational programs.
diagnosis depends fundamen-
on the type of labour admi-
ation that is being developed
e society in question. Rather
a single type of labour admi-
ation, it can be suggested that
ast four types of approaches
be distinguished (Figure 1).

two critical dimensions of
ur administration are the
nt to which intervention from
uling class and control from
e is a strong element in
ur policies, and the extent to
h employees identify wih
enterprise, either state or
te. Japan is an example of
are corporatism where
rnalism is still assumed. India
nplifies societies where I.R.
nds on government regulation
control. The third type is
d on the enterprise but shows
ong development of unions
occupational job control such

Figure 1 **Types of Labour Administration**

Systems where *intervention* is justified (by government/ employers)	A Welfare corporatism (e.g. Japan)	B Government labour administration (e.g. India)
Societies where *individual autonomy* is respected	C Industrial relations corporatism (e.g. U.S.A.)	D Professional personnel management (e.g. U.K.)
	Systems where the *enterprise* is the key social unit in industrialization	Systems where employees identify with general societal groupings, e.g. occupation/class/ family/ race

Figure 2 **Types of I.R. Educational Strategy** (based on Figure 1)

A Employers/unions joint seminars and enterprise and union continuous training	B Government-sponsored part-time continuous I.R. education (at all levels)
C Comprehensive university-based professional courses for all major I.R. practitioners	D Selective professional training plus continuous part-time adult education

as in the U.S. The fourth is the type of labour administration developed in a society with weak enterprise loyalty and strong occupational and class identities.

If one accepts that such distinctions are meaningful, it is then possible to distinguish four educational strategies related to these situations (Figure 2).

In all cases there is the problem that responsibilities for I.R. will vary considerably at the place of work among different practitioners. This means that *education* — broad general discussions of issues — as well as *training*, such as specific methods, types of problem solving, knowledge of legislation, has to be emphasized. In these terms, there are four answers to the question posed by this article:

- Under *welfare corporatism,* joint management/union seminars are necessary, as well as continuous training given by both sets of institutions.
- Under *government labour administration,* the state has the major task of arranging continuous courses at all levels for I.R. practitioners.
- Under an *industrial relations corporatist* system, the professional approach rejected as a universal answer, becomes the most appropriate strategy.
- Under a *professional personnel management* system, a double strategy of selective professional training and adult education becomes relevant.

Such distinctions are, of course, only the beginning of trying to find answers to the questions asked at the beginning of this article. It is important that such an analysis be pursued, country by country. Otherwise simplistic universal prescriptions will no doubt dominate thinking, with many negative consequences. lg

Industrial relations teaching in Canada

by Shirley B. Goldenberg, Jean Sexton and H.D. Woods

Shirley B. Goldenberg is an associate professor of industrial relations, faculty of management, McGill University, in Montreal. H.D. Woods is a professor of industrial relations, faculty of management, McGill University, Montreal. Jean Sexton is a professor at the département des relations industrielles de Laval, in Quebec City.

Industrial relations teaching in Canadian universities, has been marked, among other things, by some major differences between the French and English systems. I.R. teaching in English Canadian universities has traditionally formed part of some other program, such as economics, management or business administration. The curriculum in such cases has been confined to a few aspects of industrial relations, such as labour economics and collective bargaining.

Fully integrated industrial relations programs, with specialized I.R. degrees, have been offered since 1944 in two major French-language universities in Quebec — le département des relations industrielles de l'Université Laval and l'École des relations industrielles de l'Université de Montréal. With the exception of the programs at Laval and l'Université de Montréal, I.R. teaching has traditionally been confined to undergraduates.

Some new trends in I.R. teaching may be noted. For one thing, there is a rather significant trend toward a broader definition of I.R., which now goes beyond the conventional concept of labour-management relations to include concerns about personnel, organizational behaviour, labour market functioning and manpower policy and programs. Although this change has not been accepted in equal measure in all universities, some — such as the University of Toronto and McGill University — have taken significant steps in that direction while others — such as Laval and Université de Montréal — have completely implemented the concept in their curricula.

Although Laval and l'Université de Montréal are still the only universities offering fully-integrated industrial relations programs at both the undergraduate and graduate level, there has been a significant increase in I.R. teaching in other universities in recent years. A growing number of English-language universities — such as McMaster University in Hamilton — are including industrial relations teaching in other programs, mainly economics or commerce, management or business administration. This is also the case in some of the French-language universities where fully-integrated programs do not exist — École des Hautes Études Commerciales at Université de Montréal, and Université du Québec.

Although graduate programs in industrial relations have existed since the Second World War, they were limited until recently to Laval and l'Université de Montréal, where both MAs and PhDs have been offered. New programs have now been introduced in other universities, some of them offering graduate degrees in industrial relations as a separate field of study — the MA in Industrial Relations at the University of Toronto being a case in point — others offering a concentration in industrial relations within another graduate program, such as the MBA at McMaster University.

Several Canadian universities have extended access to I.R. programs beyond the regular student population. While adults in the working population have long had access to regular programs through evening courses in some universities such as Dalhousie in Halifax, the practice has recently been adopted on a much wider scale at Laval, Université de Montréal, and McGill, at both the graduate and undergraduate level. Entrance requirements have been adapted accordingly. Whereas a high school diploma in most provinces or a diplôme d'études collégiales in Quebec is normally required to enter undergraduate programs, exceptions are now being made. Specific arrangements for the purpose of labour studies have also been made between some unions and universities — Université du Québec à Montréal, Humber College in Toronto, McMaster University in Hamilton, Capilano College in Vancouver, Niagara College in Welland, and University of Manitoba in Winnipeg.

The past few years have been marked by a virtual explosion in the number of students enrolled in I.R. programs. Human and financial resources for industrial relations teaching in Canadian universities have unfortunately not kept pace with the growth in student numbers. Thus, in spite of a considerable increase in recent years in the availability of PhDs trained in the U.S. and doctorate holders trained in Europe — principally France and Great Britain — the demand for qualified teaching personnel remains high.

The foregoing was condensed from a paper presented at the International Industrial Relations Association congress in Geneva, September 1976.

ne inevitability of public-sector rikes in Canada

Gilbert Levine

t distinguishes Canada from t other industrialized countries e relatively low percentage of nized employees in the private or and the high level of union- on in the public sector. The all extent of unionization in ada is approximately 35 per of the labour force, with more 90 per cent of the public or unionized compared with oximately 25 per cent of the te sector. This fact in itself a great deal of impact on the dence of public-service strikes anada.

accompanying table shows k stoppages at five-year rvals between 1946 and 1970 then annually from 1970 to . Unfortunately, the pre-1970 stics are somewhat distorted e they show a high number of ic employees involved in es, and a large number of -days lost, in 1950. That was year of Canada's first national strike, involving almost 100,000 kers. Aside from this one maly, the table clearly shows since 1970:

e proportion of public-sector es has been rising.

e proportion of public-sector kers on strike has been rising.

blic-sector time lost in strikes been rising.

year 1972 shows an extremely level of public-sector strike ity in Canada. That was the that almost 200,000 provincial-

Gilbert Levine is research director for the Canadian Union of Public Employees

government employees, school employees, hospital and electrical utility employees in the province of Quebec united in a Common Front against the provincial government to achieve a minimum wage. The subsequent strike lasted almost three weeks.

The increased incidence of strike activity in the public sector in Canada may be explained in a number of ways:

- There has been a sharp and dramatic increase in the number of public employees unionized.

- Many of the new groups which unionized did so because of the large gap between their wages and benefits and the wages of those already unionized. Many of the strikes of these groups were to "catch up," a frequent strike slogan in Canada in recent years.

- Public-sector strikes are more visable and tend to be recorded in the Department of Labour strike statistics while some private-sector strikes to tend to go unreported.

- Public employees in many jurisdictions are no longer content merely to keep pace with the private sector. A bright and more militant breed of younger public servants are determined to win conditions superior to those in the private sector. They are succeeding in many cases.

- Historically, public-service jobs in Canada, particularly at the provincial and municipal levels, were filled by relatives, friends and political supporters of the party in office. These employees were less inclined to unionize and strike. They did not want to bite the hand that fed them. Although patronage in filling jobs has not been wiped out by any means, it is certainly much less a factor today than it was a quarter of a century ago. The public employee of today who obtained his employment in a competition or by merit and ability is more confident and possesses more self-esteem. He has been more prepared to strike for his rights than his counterpart of a generation ago.

So much for history. What are the prospects regarding future public-sector strikes? My hunch is that they will likely be more frequent. They will certainly be of longer duration, and they will likely involve larger numbers of workers. Again, my assumptions are based largely on Canadian experience, but I am sure they would have application in other advanced industrial relations systems.

Although public-sector strikes do cause great annoyance, politicians and the public have learned to cope with them. In my union, the mere threat of a strike against a municipality, school board or hospital a decade or two ago

A comparison of work stoppages in the public and private sectors in Canada, 1946 — 1975

Work Stoppages in Existence During Year

	Work Stoppages				Workers Involved				Duration in Man-Days			
Year	Total	Private Sector	Public Sector	Public-Sector Stoppages as a % of Total	Total	Private Sector	Public Sector	Public-Sector Workers as a % of Total	Total	Private Sector	Public Sector	Public Sector as a % of Total
1946...	228	199	29	12.7	139,474	135,147	4,327	3.1	4,516,393	4,516,393	57,520	1.
1950...	161	136	25	15.3	192,151	57,642	134,509	70.0	1,389,039	334,939	1,054,100	75.
1955...	159	139	20	12.6	60,090	57,461	2,629	4.4	1,875,400	1,844,263	31,137	1.
1960...	274	230	44	16.1	49,408	42,037	7,372	14.9	738,700	704,900	33,800	4.
1965...	501	424	77	15.4	171,870	137,158	34,712	20.2	2,349,870	1,975,590	374,340	15.
1970...	542	434	108	19.9	261,706	214,037	47,669	18.2	6,539,560	5,919,470	620,090	9.
1971...	569	444	125	22.0	239,631	139,666	99,965	41.7	2,866,590	2,425,660	440,930	15.
1972...	598	465	133	28.6	706,747	264,997	441,477	62.5	7,753,530	4,015,360	3,738,170	48.
1973...	721	583	138	19.1	352,237	213,254	138,983	39.5	5,768,790	4,344,820	1,423,970	24
1974...	1,216	925	291	23.9	592,220	449,900	142,320	24.0	9,255,120	8,027,910	1,227,210	13.
1975...	1,054	726	328	31.1	478,646	321,096	157,550	32.9	10,859,076	8,326,990	2,532,086	23.

Source: Calculated from *Strikes and Lockouts in Canada*, Labour Data Branch, Canada Department of Labour, for selected years. Private sect includes: forestry, fishing and trapping, mines, manufacturing, construction, trade, and finance. Public sector includes: transportation and utilitie service, public administration.

would quickly have brought the necessary concessions from these employers and the strike would be averted. Strikes that did occur lasted just a few days or a week at the most. These employers were simply not organizationally prepared to cope with a strike.

Today all that has changed. With advanced planning and the use of supervisory personnel, public employers are much better prepared to take on a union in a good long fight. Instead of strikes of a few days or a week, we have recently witnessed municipal strikes of four and five months duration, electrical utility strikes of three months duration, a national postal strike of six weeks, and even hospital strikes of at least one month duration. As a result of changes in technology, public employers are now prepared to face up to a long strike and the public appears more prepared to endure it. Also public enterprises are not necessarily in the monopolistic position they were in formerly. A few Canadian examples will illustrate.

At the municipal level, the "leverage" enjoyed by a public-service union on strike was centred around the continuing supply of fresh water and the collection of garbage, particularly in the warm weather. Today, water purification is highly automated and a small crew of supervisory staff working extended hours can maintain the water supply for several months. In the matter of garbage collection, a decade ago most Canadian households disposed of their garbage in cans or boxes. Allowed to stand around fo several weeks in hot weather, they would surely "raise a stink." Toda most Canadians dispose of their garbage in sealed plastic bags which can be piled up for a month or more without difficulty. Indeed some municipal governments hav been known to issue free plastic garbage bags to householders to ensure that they will cope during strike.

The major cities of Canada have faced public transit strikes in recent years — Montreal, Toronto Winnipeg, Edmonton. These strikes all lasted three to four weeks. Because of the high incidence of private car ownership, the public was able to endure

se strikes through the use of rnate services. Similarly, adians were inconvenienced survived a six-week national tal strike in 1975. The business nmunity, which generates roximately 80 per cent of the l in Canada, found alternate ns of delivery from taxis to r-city messenger or courier vices, telephone and telex.

anges in technology are thus king public-service strikes less ective. Public-sector unions will l it necessary to turn the ews a little tighter to stay out strike a little longer, and to find v techniques if the strike apon is to remain as effective t was in the past.

e of the main reasons for an ected increase in public-sector ke activity can be attributed to at Richard Deaton calls the al crisis of the state. In an cle in the *Journal of the nadian Union of Public ployees,* June 1972, Deaton

Public-sector strikes will likely be more frequent. They will certainly be of longer duration, and they will likely involve larger numbers of workers

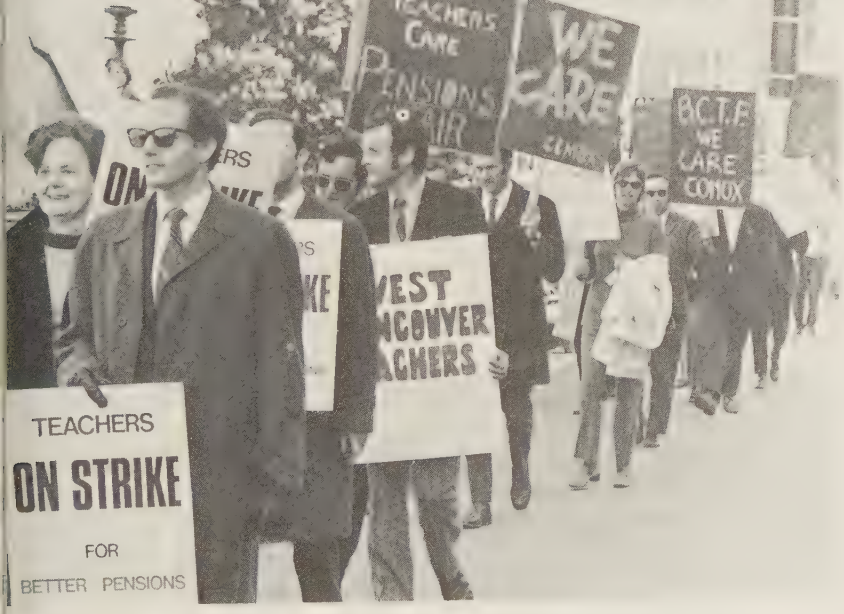
predicted the increasing conflict between the public employee and the state resulting from government's inability to meet payroll demands. He stated: "The heavy demands made by the corporate sector on the government budgets is resulting in a relatively greater demand for revenue than there is a supply of revenue causing government expenditures to outstrip revenues."

The corporate sector has been able to grow and expand because the public, through its governments, has absorbed the costs of maintaining the infrastructure on which it flourishes and profits: railroads, highways, hydro electric power, harbours, sanitation, schools and universities, unemployment insurance, and so on. Today in Canada, as well as in most other industrialized countries, the appetite of the corporations has grown immensely. In addition to their traditional benefits, the corporations now want the public to pay for direct subsidies and outright grants, fast depreciation allowances for machinery, grants to locate in economically depressed regions, research and development grants, easy credit arrangements.

In 1975 in Canada we not only had public-employee strikes, we had the threat of private-employer strikes. A consortium of huge oil companies developing the Athabasca oil sands in Alberta for petroleum demanded of the federal government: "Give us a billion dollars or we will pull out and cease operations!" The governments met the oil companies' strike demand and agreed to give them $500 million to keep the project going. A beautiful case of public funding and private profiteering!

The government of Quebec is currently underwriting the cost of a $15 billion hydro electric power development on James Bay, that will largely benefit the corporate sector. Both the Quebec government and the City of Montreal have been obliged to subsidize the costs of staging the 1976 Olympics, which were at first to be self-financing.

With governments increasingly assuming financial obligations of benefit to some corporations, is it any wonder that they have difficulty providing decent conditions of employment for their employees? For example, as recently as 1970, Quebec hospital employees were the highest paid in Canada. Today, six years later, they are the lowest paid in Canada,



means of saving money and balancing the budget

largely because of the financial crisis of the provincial government.

The corporate share of tax revenue is declining at the same time that corporate demands on the public treasury are increasing. This means greater government deficits. We can foresee the financial crisis of New York City repeating itself with greater frequency in the future. The financial crisis and government deficits will bring a stiff resistance in meeting the wage demands of public-service employees. This will inevitably bring a greater incidence of public-sector strikes in the future.

...the fiscal crisis has made some public employers realize that strikes can be "profitable"...

In periods of inflation accompanied by economic and fiscal crises, which are all too common in most countries today, governments first put the screws to the public employee. Thus, in 1970, when the government of Canada attempted a program of voluntary restraint, it limited wage increases to federal-government employees to 6 per cent, while other employees averaged increases 2 and 3 per cent above this figure. Today the government of Canada is operating a mandatory incomes restraint program for all Canadians, but more specifically, against its own employees. The traditional system of comparability with non-federal government employees has gone by the boards. One does not need much of an imagination to predict the conflict as these employees try to regain lost ground in the post-control period. The public employee will not want to subsidize his employer through lower compensation merely because his government wishes to subsidize the corporations more heavily.

Another reason that public-sector strikes will be more frequent and last longer is that the fiscal crisis has made some public employers realize that strikes can be "profitable," that is, they can be used as a means of balancing the budget.

A strike in private industry means loss of production, sales, and revenue. While still required to pay overhead costs of plant maintenance, interest, taxes, and payroll for employees not on strike, the private business usually loses income because of loss of sales. It is this penalty endured by the private employer that the striking union expects will provide the pressure for him to increase his offer to the union.

With many public services, however, opposite forces are at play. For many public employers, it "pays" them when their employees are on strike. There is no payroll to be met, so costs are reduced. Yet, there is no corresponding reduction in revenues — the tax money still keeps rolling in despite the strike. I know of no municipal employer who reduced taxes or provided any rebate because the schools were closed as a result of a teachers strike or because the garbage was not collected. Therefore, as a result of the financial crisis faced by many public employers, they are actually encouraging and provoking their employees to strike as a means of saving money and balancing the budget.

...politicians and the public have learned to cope with them

But, public-sector strikes are not necessarily such a bad thing, as some editorial writers and reactionary politicians would have us believe. Strikes help focus attention on industrial relations problems as no other factor can. They help to bring about necessary change. Would any of us want to live in a society without change? As long as we live in a society that is made up of people who rule and people who are ruled, we will have conflict. There is no hope of eliminating these conflicts by some human relations or communications techniques. While it is true that improvements in communications can help focus on the real differences, it is false to hold out some hope that some kind of gimmick will eliminate these conflicts. Therefore, for a long time to come, or until we have some form of egalitarian society, strikes both in the public and private sectors will be inevitable. lg

ueen's Industrial Relations Centre report

nprovements in measuring trike activity recommended

ueen's University study con-
des that the data generally used
neasure work stoppages — the
nber of strikes, the number of
kers involved and the number
nan-days lost — are inadequate
analyzing variations in strike
vity because they are not
ted to the level of bargaining
vity.

study proposes the adoption
hree additional measurements:

ne "incidence" of strikes — the
portion of settlements pre-
ed by a work stoppage;

"weighted incidence" — the
nber of workers involved in
h strikes as a proportion of
se covered by settlements;

ne number of man-days lost per
ker covered by settlements.

s would produce a "composite"
asure combining incidence,
ghted incidence and average
ation, i.e., decisions to strike
the effect of these decisions.
study also says this measure
ld be converted into a percen-
e of working time lost if
rmation were available on the
nber of days worked by those
ered by settlements. It notes
the currently used measure,
an-days lost as a percentage of
mated working time" is based
otal days worked in the
nomy, not on days worked by
those involved in settlements or by union members.

The study has been published by the Industrial Relations Centre at Queen's University under the title, *Measuring Strike Activity.* Its author is L.A. Kelly, who conducted the research when he was assistant director of the centre, a post he has since left to become editor and publisher of the bi-monthly periodical, *IR Research Reports.*

Kelly says it is difficult to carry out any meaningful comparative analyses of work stoppages because the existing measures do not take into account whether they occurred during "light" or "heavy" bargaining periods. Nor do they take into account the degree of organization in the industries involved. It is not possible to say whether changes in the three measures now commonly used result from a change in "the propensity to strike" or simply from a change in the number of agreements negotiated and in the number of workers covered by these agreements. Kelly observes this could lead to wrong conclusions and, in turn, to "inappropriate policy prescriptions":

"For example, an increase in the number of strikes might suggest that labour-management relations are deteriorating. However, if the number of agreements rose more than proportionately, the percentage of agreements preceded by strikes would have declined and the real conclusion to be drawn would be that labour-management relations had improved."

To examine the relationships at the aggregate level between the

Bargaining Activity and Strike Activity in Ontario Manufacturing Industries, 1975*

Industry	Agreements	Workers Covered	No. Strikes	Strikes / Settlements %	Workers Involved	Workers Involved / Workers Covered %	Man-Days	Man-Days Per Workers Covered	Av. Duration (days)
Food & Beverages	190	14,473	10	5.3	1,780	12.3	44,510	3.1	25.0
Rubber	20	2,122	5	25.0	338	15.9	19,630	9.3	58.1
Leather	24	2,953	1	4.2	375	12.7	7,500	2.5	20.0
Textiles	45	8,668	6	13.3	967	11.2	11,070	1.3	11.4
Wood	40	2,496	2	5.0	70	2.8	4,300	1.7	61.4
Furniture	29	2,504	1	3.4	100	4.0	4,700	1.9	47.0
Paper	44	5,681	7	15.9	1,591	28.0	45,050	7.9	28.3
Printing & Pub.	91	5,584	2	2.2	42	0.8	5,420	1.0	129.0
Primary Metal	56	28,289	12	21.4	8,746	30.3	133,790	4.6	15.3
Metal Fabricating	202	17,866	21	10.4	3,026	16.9	91,550	5.1	30.3
Machinery	71	7,190	9	12.7	935	13.0	61,450	8.5	65.7
Transp. Equipment	57	14,077	7	12.3	2,954	21.0	177,840	12.6	60.2
Electrical Products	85	17,319	14	16.5	5,218	30.1	138,070	8.0	26.5
Non-Metallic Minerals	98	8,261	11	11.2	628	7.6	26,730	3.2	42.6
Chemical	65	4,289	10	15.4	1,156	27.0	44,750	10.4	38.7
Misc. Manufacturing	66	5,700	4	6.1	341	6.0	11,890	2.1	34.9
Total Manufacturing	1,221	158,861	123	10.1	28,352	17.8	828,340	5.2	29.2

* Industries in which 20 or more agreements were negotiated in 1975, at least one of which was preceded by a strike.

conventional measurements and the proposed measures, Kelly compiled quarterly data for the 1968-1975 period from the Canada Department of Labour's *Monthly Collective Bargaining Review.* It lists all settlements covering 500 workers or more, other than construction, and includes information on the stage at which the settlement was reached, the number of workers covered by a settlement.

Information on the number of man-days lost in situations where settlement was preceded by a work stoppage was obtained from the annual publication, *Strikes and Lockouts in Canada* and from *The Labour Gazette.* In order to analyse variations in strike activity by industry, Kelly used data from the Ontario Department of Labour showing the number of collective bargaining agreements negotiated in Ontario industries in 1975 and the number of workers covered by these agreements. He matched information from the Canada Department of Labour regarding the number of work stoppages occurring during the negotiation of those agreements, the number of workers involved and the number of man-days lost.

He found that at both the aggregate and inter-industry levels, conventional strike measures reflected changes in the level of bargaining activity. However, the measures he proposed "adjust for difference in the level of bargaining activity and accordingly, provide truer indications of the propensity to strike."

Kelly cautioned, however, that no single measure of strike activity will serve as an adequate barometer for labour-management relations and that an analysis of strike activity should, ideally, look separately at the incidence of strikes and the effects of strikes. Even the proposed measure, "number of man-days lost per worker covered by settlements," has limitations because it depends on how much significance one attaches to "man-days lost" as an index of industrial relations, he points out. "For example, in some industries it is possible to stockpile in anticipation of a strike (and for workers to increase their earnings in the process) and to recoup lost production and earnings following a strike. In these circumstances, long strikes — and large numbers of man-days lost — really reflect the nature of the industry rather than the state of labour-management relations, and the net loss of man-days may be much lower than the gross figure.

"For some purposes, therefore, and perhaps particularly for the purpose of inter-industry comparison — the incidence of strikes may be a more relevant general measure than the composite one."

Analysis of strikes in B.C. and Ontario

Larger bargaining units are more apt to strike than smaller ones, and this may be because their labour-management relations are more impersonal. This conclusion is reached by the independent Canadian bi-monthly publication, *IR Research* in an analysis of strike activity in British Columbia and Ontario, using data provided by both the Canada and Ontario departments of labour. The analysis also supports union skepticism about published figures on the proportion of settlements that are preceded by work stoppages, since the published figures are based on units of 500 or more employees.

Strikes in larger units are generally shorter than in smaller units, but they involve a much greater loss of man-days. *IR Research* suggests the basic explanation may be "behavioural" rather than economic: "What the pattern reflects, we would suggest, is the growing impersonality of the labour-management relationship as bargaining unit size increases. This explanation is not inconsistent with the longer duration of strikes in small bargaining units. As is well known, family quarrels are often the most long lasting."

The periodical says that more attention should be directed in larger establishments to improving relations within the workplace and reducing the degree of impersonality.

There is also a suggestion for policy makers: "From a public policy standpoint, our analysis suggests that caution is called for before embarking on proposed moves to consolidate bargaining units or to certify broader units."

Co-determination, socialism and education

by Ludwig Rosenberg

The question of worker participation in companies' policy decisions has concerned the trade unions and the general public for a long time. Far from being a purely post-war phenomenon, this is an issue with which the labour movement has long been familiar. Originally, and still to some extent today, it was felt that the simplest solution would be to take into public ownership those sectors of the economy known as primary industries, which are now seen to play a decisive and market-dominating role. It was believed that this would put an end to capitalist domination, and that the people or the workers would then effectively be in charge.

However, there is one basic fact which must be realized here, and that is that the expropriation of capitalists certainly need not automatically mean that the workers take over control.

Socialism does not consist simply of socializing [nationalizing] big business. Taking power from one group by no means ensures that the other will assume power. The historical development of capitalism has proved incontrovertibly that monarchical societies are perfectly capable of nationalizing certain industries. In Germany and other countries, there are and have been a large number of such concerns (the railways, the post office and so on) which are and were "public property" in this sense. Yet this has nothing to do with socialism. Bismarck was certainly no socialist. In all the countries which they rule or have ruled, fascist governments have confiscated or nationalized private concerns, or taken them into

Ludwig Rosenberg is former president of the German Trade Union Federation (DGB).

"public ownership", but such activities could not be described as socialist. Socialization, therefore, by no means constitutes socialism. The basic fallacy of this view, which is still held in many quarters, must be stressed.

Even in the countries which call themselves socialist, and in which private property has been almost or fully abolished, the employees of a "people's enterprise" are by no means entitled to control it. Even the Yugoslav form of self-management is subordinated to the guidelines contained in party and state plans.

It should always be asked how far the workers' actual situation in the concerns is altered through nationalization. We should also remember that, in a modern economy, the individual worker is always, under any system, subject to a hierarchy of managerial staff. The type of economic system makes no difference to this. The real issue is whether and to what extent the employee shares in the actual management, whether and to what extent he can influence decisions which affect himself, his working environment and everything concerned with it.

The above remarks make it clear that co-determination is necessary and essential under both capitalist and socialist systems. It is just as wrong to assert that co-determination cannot be effective under the capitalist system as it is to say that it is superfluous under the socialist system since "the business belongs to us all anyway." Social tensions are unavoidable under any economic system. The interests of a concern do not necessarily always coincide with those of its employees.

Taking power from one group by no means ensures that the other will assume power

At any time, anywhere there will be conflicts between what makes technical and economic sense and what is humanly and socially justifiable. These can be resolved by a diktat from the ruling capitalists or the ruling party, or through extensive co- determination by the employees themselves. The second method is bound to lead to a compromise. There will have to be consideration of how far the concern, in its productivity and profitability, should fulfil its allotted task within the national economy and how far the legitimate claims of the employees should be taken into account. Under any system, the basic assumption must be that only a successful concern will be in a position to provide those benefits which both society at large and its own employees expect from it. Nowhere, except in the case of certain service industries, will it be possible to fulfil these social commitments unless such positive economic results are achieved.

These are simple but uncomfortable truths. They invalidate the widely-held belief that socialization offers the complete solution to the problems of

dependent workers. It is not only the developing countries which often have difficulty in coming to terms with such a realization. The industrialized countries, too, are often helpless in the face of this problem.

It can, however, hardly be disputed that co-determination by employees and their trade unions is an urgent necessity under any economic system. Otherwise, the problems which inevitably arise can be resolved only through constant unrest and struggle. Experience shows that this usually leads to the use of the trade unions' ultimate weapon — strike action (wherever this is possible, i.e. in democratic capitalist countries. In other places a diktat from the ruling party can rule this method out). It may be that strike action, which the unions rightly regard as the "ultimate weapon" is, necessary and inevitable. Economically, however, it causes, like every "war", just as much damage to the victor as to the vanquished. It leads to loss of production and profit and reduces the economic benefits which can be shared out.

Workers' co-determination, as applied to the decisions taken in an enterprise and to basic economic decisions, is a practical method of resolving both new and long-existing conflicts and defusing wherever possible any explosive situations which might arise.

To be effective in practice, co-determination requires special economic and business know-how

Management decides whether, how, where and what should be produced, what investments should be made for what at which moment, how internal economic, technical and other structural changes affect employees and what can and must be done to minimize or prevent needless social hardship. It decides everything which directly or indirectly determines the employees' livings and their social situation. It is here that the autocracy of the capitalists or the technical experts must be counterbalanced with co-determination by those directly affected.

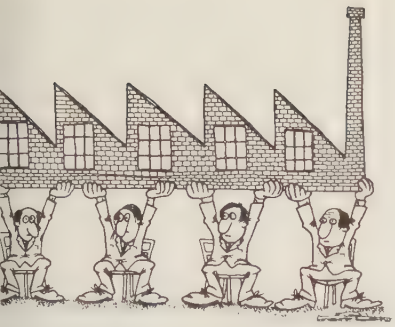
Space does not permit consideration of all the various forms of co-determination. They are well-known and are discussed all over the world. The German model of paritative co-determination in the coal, iron and steel industries has really proved its worth during its more than 25 years of existence. Here, however, we are chiefly concerned with certain basic principles which are of decisive importance in any such scheme.

The first principle is that of parity. In other words, real co-determination exists only if, on management bodies, the freely elected representatives of a concern's employees are absolutely equal in numbers and rights with the representatives of the company's management and the capitalists or with the appointed officials and experts. Anything else is just co-operation, consultation or at the most participation. Co-determination means of necessity that decisions are taken by partners equal in numbers and influence.

The second principle is that it must be realized that the trade unions will, whether they like it or not, be among those whom the public blames for any difficulties that may arise in the economy. It is no use the unions' saying that this is not their responsibility because they do not have the right of co-determination. After all, if they are doing their job properly, they will, through their pay policies, their social policies, their demands and their omissions, directly or indirectly influence their country's economic and social policies. So there is not much point in the trade unions' rejecting co-determination on the grounds that they do not want to take over, or rather share, the responsibility for enterprises' economic performance. Nor will such arguments convince the general public.

Co-determination means that decisions are taken by partners equal in numbers and influence

Unions often say that spurning co-determination leaves them "freer to pursue the workers' interests." However, the workers' interests cannot be represented without the necessary knowledge of economic, technical and other conditions. The only way of gaining information on such matters is through access to all documents and plans. This access is possible only if one sits on bodies which possess these papers and take decisions on them. Moreover, it is precisely such knowledge, for which there is no substitute, which enables us to make rational decisions which accord with the workers' interests. We cannot escape our responsibilities, whatever we may say. We must establish the conditions which will enable us to share this responsibility.



ıe third principle is that, in order take on responsibility and :hieve real co-determination, one ust have or acquire the neces- ıry knowledge. Playing a full part decision-making bodies means ıowing what one is talking about. ne must know all about the alance-sheets and have at least ome economic and business ıow-how, so that the experts annot blind one with their so- alled science.

arx's maxim, "Knowledge is ower" is fully applicable here. eats on decision-making bodies ıould not be given to "reliable, ng-serving brothers," nor should ey be sinecures for ambitious ostarts. We are dealing here with ery serious matters which have ar-reaching consequences — with ıe whole basis of our brothers' ıd sisters' lives, with their livings, ith humane working conditions ıd with long-term economic ecisions and all their social onsequences. Meaning well is ot enough — knowledge and ility are essential. Nobody ıould be under any illusions — ıis is a hard and responsible job. nyone taking it on bears a double esponsibility, firstly for his fellow- orkers in the enterprise and econdly for the enterprise itself.

ust taking part in the meetings of ıe management bodies is not ıough. The whole fabric of the oncern and of our fellow-workers' vings is at stake. One must nail ne's colours to the mast, say yes" or "no", and give one's easons. If I keep rubbing this in, it is because I know from my own experience how heavy such a responsibility is. Yet it must be borne if one wants to do more in meetings than gain the accolades of the crowd, if one really want to help and represent the workers' interests.

This is why the third principle must be "Learn". It is simply not true that only a small class of people is capable of understanding economic relationships, running enterprises and taking decisions. Neither the capitalist's money nor the party secretary's position automatically imparts the expertise which is needed for such tasks.

...co-determination by employees and their trade unions is an urgent necessity under any economic system

However, the knowledge which is needed never comes of its own accord. It must be learned. And it can be learned. It must therefore be the trade unions' principal task to impart this knowledge to all their members, and particularly to those who need it in order to carry out such duties properly and effectively. This must increasingly become one of the main functions of trade union educational work. There is no point in simply explaining how things are. If one wants to change them, then one must know how and by what means. The economic system makes no difference. Under any system, the alternative is to remain subject to the decisions of others. And that is not socialism, nor is it democracy, nor is it the image of a really free, socialized society.

All of which leads one to the following conclusions. Trade unions cannot evade their responsibility for economic and social developments. They can assume this responsibility only if they can practice co-determination on equal terms whenever decisions affecting the future of their fellow-workers are taken. Such co-determination is necessary and indeed indispensable under any economic system, since conflicts between the interests of a concern and those of its personnel arise under any system.

To be effective in practice, co-determination requires special economic and business know-how. These are the tools needed for the job. This is the necessary and meaningful way of achieving our demands for self-determination, personal and collective freedom and democracy as a way of life. For democracy must not stop at the factory gate, must not be excluded from the workaday world. Co-determination cannot, and this is perhaps the least palatable lesson to be learned from all this, be practised without the necessary knowledge. No law can replace such knowledge and trade unions cannot ever do enough to counteract, through their own educational work and the extension of school education, including economics, the privileges which such knowledge gives to certain circles.

The International Confederation of Free Trade Unions has, from the time it started its educational work, played a particularly important role in the developing countries. Those of its leaders with responsibility for these matters should see that the successful work in this field is continued and greatly expanded.

For knowledge is power — and power without knowledge is blind and dangerous.

Reprinted from Free Labour World

Developments in educational leave of absence

by Linda Rheaume

Most people in Canada think of adult education as an evening course in dressmaking at the local high school. But if you are lucky enough to be a truck driver in Belgium, you could earn over $700 a month by going back to school. Your classes are likely to be held at night and on weekends, so your boss will grant you what is called "compensatory leave." For every hour you spend at school, you will get an hour off work with no loss of wages. Your boss and the government will split the cost and your job will be waiting for you when you get back.

Last year, the Organization for Economic Co-operation and Development produced a report, *Developments in Educational Leave of Absence*, which serves as a quick introduction to the maze of European legislation on educational leave. The report also includes a gallant attempt to describe the state of back-to-school opportunities for North American workers. Since there is no U.S. or Canadian legislation guaranteeing educational leave for workers, the OECD focuses on developments in the federal public service and a few of the larger, more progressive firms.

The OECD's Centre for Educational Research and Innovation reports that in the U.S., the federal civil service, the most powerful trade unions, and some collective agreements offer thousands of American workers the chance to go back to school. Unfortunately, these large numbers are only a small proportion of the work force.

Linda Rheaume is an Ottawa freelance writer.

Since no legislation exists to make educational leave a right, all negotiations for such leave are fought at the level of individual unions. Consequently, progress depends on spotty philanthropy, on the special circumstances of industries facing radical technological change, or on wealthy labour unions with fat educational budgets.

By comparison, European trade unions are far ahead in the struggle to achieve real equality of educational opportunity. In Europe, workers, bosses, teachers and government officials get together to establish policy for guaranteeing educational rights. In Britain, for example, every company pays a proportion of its wage bill into an education fund. When workers take time off to attend approved courses the fund pays their wages.

Throughout Europe, the right to lifelong education is becoming increasingly institutionalized. Educational leave is treated in the same way as health insurance and pensions — employers are expected to pay their share. The inspiration for this educational leave policy has come from both unions and employers, with government co-operation. Most importantly, many European countries use the definition of educational leave drawn up by the International Labour Organization. The ILO defines educational leave as vocational training, general education (which may include upgrading workers to meet literacy standards), and trade union education.

Throughout Europe, the right to lifelong education is becoming increasingly institutionalized

Some countries, such as Belgium, Italy and Sweden, endorse "recurrent education" for its own sake. They believe that adults ought to be able to go back to school without loss of pay. And workers ought to be able to choose their courses themselves, regardless of vocational applicability. Everywhere, the state has assumed the responsibility for educating children and young adults. Why should collective responsibility for education end when a worker enters the labour force? Why should workers be forced to neglect their families while they sweat through night school? This argument in its most controversial form says that employers should pay for the failure of primary schools to educate workers up to current literacy levels.

Industrialists are even expected to pay for trade union education so that workers can become more skilled in negotiating with them. (Although the OECD usually presents both sides of the debate, here it fails to mention the dangers of co-optation which employer-funded union education might encourage.)

ponents of education as an vidual right believe that ployers and the state have a t responsibility to help older kers catch-up with their nger colleagues whose initial cation was superior. But this is view of only a very few ntries. Other countries see lt education as a way to fulfill ional objectives. Advocates of s view talk about "the future eds of industry" and "the motion of democratic practices

e OECD believes that the ht to educational leave must an integral part of social licy

ndustry as a means of fostering cial concord." They say ployers should pay only for job-ated training. Workers should y go back to school at the ployer's request. In this view, neral education and personal velopment is the responsibility the individual. If someone wants study Marx, let him do it on his n time.

st countries fall somewhere tween these two views. They knowledge the right to educa-nal leave and — the most cial right of all — the right to re-employed in one's old job. t they do not necessarily pay rkers while studying.

e OECD adopts the first, more lical view. It believes that the ht to educational leave must be integral part of social policy. It lows that secondary and univer-y education systems must ust to the notion of lifelong ucation.

s often the people who contrib-e to economic growth who come its first victims, the OECD points out. Because workers contribute to technological advance and social change, it ought to be the responsibility of the state and employers to retrain those workers to function in the world that they have helped to create.

But like so many other social programs, paid educational leave may aid least the ones for whom it was intended. Drop-outs from traditional education are the very people least likely to take advantage of retraining opportunities. Says the OECD, "It is a well-known fact that, in matters involving training, if free rein is given to natural mechanisms, the only result can be increasing inequality." The man with his first degree has the savvy to lobby to be sent to Harvard, all expenses paid, but the weary labourer looks with dismay at the prospect of repeating his dreary school days. One solution is to disqualify the well-educated from educational leave to allow the less-educated to catch-up. In France, educational leave is not available for two years after university graduation.

The OECD study is quick to point to the distortion that results if we look only at the national legislation on educational leave in Europe. For example, there is no information on the number of workers who are eligible for leave but who do not take it. Some workers who are eligible for paid leave prefer to study on their own because they do not want their bosses to become aware of their deficiencies or their ambitions.

In Europe, unions play a large part in encouraging labourers and all blue-collar workers to head back to school — and not for job-related training alone. In 1974, Belgium extended its definition of paid educational leave to cover "intellectual, moral and social education." Now workers are paid to study politics and economics through courses organized by trade unions and youth associations. Significantly, the push for paid educational leave has not come from educators. Trade unions, political parties and employers faced with technological change are the ones responsible for the many opportunities available to European workers.

The Personnel Journal

"Are you sure you won't quit after a year or two to get married?"

...like so many other social programs, paid educational leave may aid least the ones for whom it was intended

The OECD team quietly confounds those critics of educational leave who claim recurrent education is a chimera which fills workers with false hopes. It is true that a policy of lifelong education encourages workers to think that "the cards will be perpetually re-dealt." And this may well forestall "The Revolution." But for those who prefer evolutionary to revolutionary change, educational leave is a welcome step toward gradual social reform.

Developments in Educational Leave of Absence is a meaty,

troublesome book, full of legislative gobbledygook and unfamiliar terms. What, for example, is meant by training that enables workers to "sustain their culture"? What is educational leave that tries to introduce "increasingly higher cultural standards for the working class"? What is "social education"?

Significantly, the push for paid educational leave has not come from educators

Although the book is supposed to be about educational leave for workers, it deals with so many kinds of educational opportunities that the definition of educational leave becomes blurred. It mentions language training for immigrants, apprenticeships, and the wide variety of educational opportunities available in the United States — among which paid educational leave is only one.

Canadian readers should be aware that paid educational leave means different things in Canada and Europe. In Canada, 'paid educational leave' usually refers to time-off — with full pay — to attend a post-secondary institution. In Europe, 'paid educational leave' means education at *all* levels. In Europe, educational leave seems to include in-house training, a relatively strange concept to Canadian sensibilities.

In spite of these difficulties, the report is a fine attempt to discuss the issues in the debate about recurrent, lifelong education. With any luck, it will inspire some comparative Canadian studies.

Conversations with training officers and labour leaders here in Ottawa revealed that lifelong education for Canadian workers is a notion that is receiving more and more attention. Despite economic uncertainty, the Canadian federal public service has exploded with educational opportunities for government employees. However, one federal public service executive I spoke to said he personally did not feel that civil servants should be paid for courses of their own choosing. Workers should only be paid to go back to school if their studies fit in with their employer's needs and future plans. Otherwise people are likely to educate themselves at public expense for jobs that do not exist.

I began to wonder if common corporation policy of paying part or all tuition costs for workers who take university-level evening courses has been carefully thought out. Even job-related courses do not necessarily payoff in greater opportunities on the job. A woman may well ask her boss why the company paid for her

...paid educational leave means different things in Canada and Europe

course in business administration if she was never going to administer more than the stockroom.

A quick telephone survey revealed that a surprising number of collective agreements in the Canadian private sector include clauses about educational leave, leave for personal development, retraining, and time off on union business, but unlike Europeans, Canadian workers have relatively little say collectively about the kinds of courses available to workers and the decisions about which workers, or which types of workers, will receive paid leave.

In Canada, educational leave is thought of as a reward to senior staff for faithful service, or as a lure to attract prospective employees. In the public service, it is a well-known device to shift an entrenched executive out of a job to make way for the new boss's favorite. In political life, a Senate appointment might be regarded as permanent educational leave.

Certainly Canada has a long way to go before the janitor downstairs will be offered a chance to head out to Victoria to study Chaucerian verse. lg

Back issues of *The Labour Gazette*

A recent inventory shows that we have on hand — free for the asking — a limited number of copies of the following issues of *The Labour Gazette:*

1976: January, March, April, May, June, July, August, September, October, November, December

1975: September, November, December

Anyone wishing to receive any of the above may obtain them by writing to: Editor, *The Labour Gazette,* Canada Department of Labour, Ottawa K1A 0J2.

mployment fatalities in Canada — 1975

alities by region

liminary figures show reases in fatalities in all ions across Canada.

ish Columbia and the Prairie ion experienced drops of 8.2 cent and 14.4 per cent respec-ly in fatalities in 1975 while ployment in these regions reased by 3.1 per cent and 2.3 cent. By comparison, fatalities reased by 16.3 per cent in ish Columbia and 27.9 per cent he Prairie region in 1974 over 3. Employment increased 6.3 cent and 4.8 per cent respec-ly in 1974 over the previous r.

nilarly, Ontario witnessed a arp decline in fatalities in 1975 spite of a slight increase in rkers employed. However, the ality total comes from the initial urn of reports and the number y change substantially when all orts are received. Ontario had increase in fatalities of 45.9 per nt in 1974 followed by a crease of 42.1 per cent in 1975, h increases of 4.6 per cent and per cent in employment in ese respective periods.

ebec and the Atlantic region o experienced decreases in alities and increases in employ-nt in 1975. Fatalities in Quebec d the Atlantic region dropped by 6 per cent and 40.7 per cent spectively in 1975, compared h decreases at 8.8 per cent and 8 per cent respectively in 1974 er 1973. Employment in 1975 in ebec and the Atlantic region increased by 1.4 per cent and 1.1 per cent compared with increases of 3.1 per cent and 3.8 per cent respectively in 1974 over the previous year.

Fatalities by industry

Goods-producing industries, which in 1975 continued to employ one third of all workers, again accounted for two thirds of the total fatalities. In contrast, the service industries employed nearly two thirds of all workers but suffered slightly over one third of the fatalities. The mining and forestry industries are the most hazardous industries, with fishing being third. Finance is the least hazardous.

Fatalities by sex

In 1975, men again made up two thirds of employed workers and suffered 99 per cent of total fatalities. Women comprised one third of workers employed and 1 per cent of total fatalities reported. These figures reflect the concentration of women workers in the less hazardous service and finance industries.

NFB

Goods producing industries accounted for two-thirds of fatalities

Incidence rates

The country-wide incidence rate, the relationship between fatalities and the number of workers, decreased in 1975 to 0.11 from 0.16.

Fatalities by accident type

Two new accident type categories are introduced with these 1975 tables. They are "asphyxiation and drowning" which had previously been combined with "fall and slip," and "cardio-vascular disease" which had in the past been included with "over-exertion" or "miscellaneous" accident types. Two accident types were also combined: "struck by objects" and "striking against." In 1975 three of the eleven types of accidents accounted for over half of the total fatalities. These were "public transport and motor vehicle," "struck by or against object," and "systemic poisoning by inhalation, ingestion or absorption," a category which includes industrial diseases.

Fatalities by age

In 1975 the under-25-year age group suffered 16.2 per cent of fatalities. The incidence rate, which equals the number of cases per 1,000 workers employed in the age group was 0.07. The corresponding 1974 figures were 16.2 per cent and 0.10. For workers 25 years and over, the percentage of the total fatality figure and the incidence rate in 1975 were 77.8 per cent and 0.12, compared with 83.8 per cent and 0.18 in 1974. Six per cent of the fatalities reported had no age information indicated.

Fatalities by region, January 1973 to December 1975

Region	Workers employed (thousands)			Percentage of total			Percentage change	Fatalities*			Percentage of total			Percentag change
	1973	1974	1975	1973	1974	1975	1974/75	1973	1974	1975	1973	1974	1975	1974/75
Atlantic	676	702	710	7.7	7.7	7.6	1.1	141	123	73	11.5	8.4	7.0	- 40.7
Quebec	2,353	2,427	2,462	26.9	26.6	26.5	1.4	261	238	177	21.3	16.2	17.0	- 25.6
Ontario	3,367	3,519	3,581	38.4	38.5	38.5	1.8	414	604	350	33.7	41.2	33.5	- 42.1
Prairie	1,426	1,494	1,528	16.3	16.3	16.4	2.3	190	243	208	15.5	16.6	19.9	- 14.4
British Columbia	937	996	1,027	10.7	10.9	11.0	3.1	221	257	236	18.0	17.5	22.6	- 8.2

* Preliminary

Fatalities by industry, January 1973 to December 1975

	Goods-Producing			Service-Producing		
	1973	1974	1975	1973	1974	1975
Workers employed (in thousands)	3,211	3,328	3,263	5,548	5,810	6,045
Percentage of total	36.7	36.4	35.1	63.3	63.6	64.9
Fatalities*	735	889	648	492	576	396
Percentage of total	59.9	60.7	62.1	40.1	39.3	37.9

* Preliminary

alities by sex, January 1973 to December 1975

	Men			Women		
	1973	1974	1975	1973	1974	1974
rkers employed (in thousands) . . .	5,767	5,977	6,017	2,992	3,161	3,291
centage of total.	65.8	65.4	64.6	34.2	34.6	35.4
alities*	1,213	1,441	1,031	14	24	13
centage of total.	98.9	98.4	98.8	1.1	1.6	1.2

eliminary

a may not add due to rounding

talities in Canada by industry* 1966-1975

ar	Agri-culture	For-estry	Fishing	Mining***	Manu-factur-ing	Con-struc-tion	Trans-port	Trade	Finance	Service	Public Admin-istration	Totals
66.	0.10	1.45	1.42	1.21	0.13	0.59	0.40	0.05	0.00	0.03	0.07	0.17
67.	0.05	1.34	1.32	1.61	0.11	0.47	0.36	0.05	0.02	0.03	0.08	0.16
68.	0.05	1.28	0.79	1.15	0.10	0.46	0.26	0.05	0.00	0.02	0.14	0.14
69.	0.06	1.10	0.86	1.40	0.11	0.49	0.30	0.05	0.01	0.03	0.14	0.14
70.	0.03	1.31	1.25	1.20	0.10	0.41	0.27	0.05	0.01	0.03	0.16	0.13
71.	0.04	1.29	0.50	1.26	0.10	0.45	0.29	0.05	0.01	0.03	0.13	0.14
72**	0.06	1.07	0.45	1.38	0.13	0.41	0.31	0.05	0.02	0.05	0.11	0.15
73**	0.05	1.18	0.60	1.35	0.12	0.37	0.31	0.05	0.01	0.03	0.15	0.14
74**	0.08	1.04	0.46	1.62	0.15	0.42	0.33	0.08	0.01	0.05	0.11	0.16
75**	0.03	0.96	0.83	1.13	0.10	0.33	0.22	0.04	0.01	0.03	0.14	0.11
66-1975 verage	0.05	1.21	0.87	1.33	0.12	0.44	0.30	0.05	0.01	0.03	0.12	0.14

Number of fatalities per 1000 workers employed. Values are rounded to the nearest even 100th.
Preliminary
Includes fatalities resulting from occupational diseases such as silicosis, lung cancer, etc. In 1975, 81 fatalities of this type were reported.

Fatalities in Canada — January to December 1975**

	By industry*													
	Agriculture	Forestry	Fishing[1]	Mining[2]	Manufacturing	Construction	Transport[3] & Utilities	Trade	Finance[4]	Service[5]	Public Administration	Not given	Total	Per cent
By age group														
Not specified	2	3	4	12	14	8	9	6	1	1	3	0	63	6
Under 25	3	12	0	19	32	37	32	8	0	14	12	0	169	16
25 and over	7	54	15	118	156	152	133	46	2	58	71	0	812	77
Total	12	69	19	149	202	197	174	60	3	73	86	0	1,044	100
By occupation†														
(a) Farmers	4	1	0	0	1	0	0	0	0	1	0	0	7	0
(b) Loggers	0	40	0	0	3	0	1	0	0	0	1	0	45	4
(c) Fishermen	0	0	18	0	5	0	0	0	0	0	0	0	23	2
(d) Miners	1	1	0	108	5	5	1	0	0	2	1	0	124	11
(e) Craftsmen	2	10	0	23	100	114	34	24	0	22	12	0	341	32
(f) Labourers	1	4	0	4	32	47	8	6	1	2	16	0	121	11
(g) Transport	2	8	1	6	14	5	108	9	0	5	5	0	163	15
Managerial	0	2	0	1	12	11	6	9	1	7	6	0	55	5
(h) Professional	0	1	0	3	5	2	4	1	0	9	8	0	33	3
Clerical	0	0	0	0	3	1	2	1	0	1	3	0	11	1
Sales	0	0	0	0	5	0	0	6	0	0	0	0	11	1
(i) Service	0	1	0	0	2	0	2	0	1	22	23	0	51	4
Not given	2	1	0	4	15	12	8	4	0	2	11	0	59	5
Total	12	69	19	149	202	197	174	60	3	73	86	0	1,044	100
By Type of Accident‡														
(j) Public Transport and Motor Vehicle	1	14	1	12	29	36	82	21	0	20	28	0	244	23
(k) Struck by or Struck Against	2	35	2	23	37	53	27	10	0	11	18	0	218	20
(l) Caught in, on, or Between	3	9	0	15	13	14	11	8	0	2	2	0	77	7
(m) Fall and Slip	4	1	0	11	15	39	12	2	1	7	5	0	97	9
(n) Asphyxiation and Drowning	0	6	16	0	5	5	12	0	0	6	1	0	51	4
(o) Systemic Poisoning by Inhalation, Ingestion or Absorption	2	0	0	81	45	8	6	2	0	8	6	0	158	15
(p) Fire, Explosion and Contact with Temperature Extremes	0	1	0	0	19	7	9	3	0	2	3	0	44	4
(q) Over-exertion	0	1	0	0	4	1	1	1	0	0	3	0	11	1
(r) Cardio-Vascular Disease	0	1	0	3	15	13	5	7	2	4	11	0	61	5
(s) Contact with Electric Current	0	0	0	2	16	20	8	2	0	3	4	0	55	5
(t) Miscellaneous	0	1	0	2	4	1	1	4	0	10	5	0	28	2
Total	12	69	19	149	202	197	174	60	3	73	86	0	1,044	100
Percentage of Total	1.1	6.6	1.8	14.3	19.3	18.9	16.7	5.7	0.3	7.0	8.2	0		100

* Includes: (1) Trapping and hunting; (2) Quarrying and oil wells; (3) Storage, communication, electric power, gas and other utilities; (4) Insuran and real estate; (5) Community, business and personal service.

† Includes: (a) Farm workers; (b) Related workers; (c) trappers and hunters; (d) Quarryman; (e) Production process workers; (f) Unskilled worke (not agricultural, logging, fishing, or mining); (g) Communication workers; (h) Technical occupation workers; (i) Recreation workers.

‡ Includes: (j) collisions, crashes, derailments, sinkings; (k) stepping on, bumping into, pushed or thrown against objects, struck by tools, vehici etc.; (l) machinery, vehicles, etc.; (m) on same level and to different levels; (n) all work drownings in boat accidents, falling into water; (o) industr diseases such as silicosis, asbestosis; radiation effects such as lung cancer; (p) deaths from injuries in fires and explosions such as asphyxiatio falls, struck by flying objects; (q) strains, hernias, etc.; (r) arterial diseases, cerebro vascular diseases, etc; (s) lightning; (t) homicides, suicide bites, stings, unspecified.

** Preliminary

Source: Fatalities reported by Workers' Compensation Boards.

Data may not add due to rounding lg

abour legislation in Canada, 1976

art 1B — *Public sector and construction*

Nicole Marchand

976, legislation governing chers, hospital workers, civil vants and the construction ustry was adopted in various vincial jurisdictions.

ıchers

Newfoundland Teachers llective Bargaining) Act, 1973 s amended to provide that ere teachers employed in ıools operated by companies in rador are comprised within a arate bargaining unit, the gaining agent for that unit and school boards may each oint a committee for the rpose of collective bargaining. e amending Act also stipulates t the minister of manpower and ustrial relations will make ointments to a conciliation ard where one or both parties to appoint an appropriate mber to the board. Prior to this endment, appointments were de by the chairman of the our Relations Board. Where the nister informs the applicant for onciliation board that he does intend to appoint a board, ven days must elapse from the e the minister has notified the licant of his intention before strike or lockout may take ce.

Nova Scotia, an amendment to Teaching Profession Act which eived royal assent on may 20, 76 establishes that the profes- nal committee of the Nova otia Teachers' Union will have

Nicole Marchand is a legislation analyst with Labour Canada

authority to make determination regarding charges of unbecoming conduct by a teacher and direct that the teacher may be dismissed, reprimanded, suspended or expelled from the union for such conduct. This authority was vested in the executive of the union before the amendment became law.

In July 1976, all regulations made under the School Act of **Prince Edward Island** were rescinded. The new regulations include provisions related to collective bargaining and the grievance procedure for instructional personnel.

By virtue of these regulations, the parties to the negotiation of a teacher agreement are the authorized representative on one hand and the government of Prince Edward Island on the other. The

Copyright *Free Labour World*

authorized representative is a designated teacher organization that can establish to the satisfaction of the authorizing body (consisting of the minister of education acting as chairman and two other members appointed by the minister) that it represents more than 50 per cent of the teachers in the province and that a majority of the teachers has authorized it to represent them in negotiations.

Within a period of three months and 14 calendar days (not including July and August) notice to bargain must be given by either party. Negotiations must commence within 14 calendar days after the notice is given. Where the parties are unsuccessful in reaching a collective agreement through negotiation, a conciliation officer may be appointed to the dispute. If no settlement is reached with the assistance of the conciliation officer, either party may request the minister to appoint a board of arbitration. An arbitral award is binding on the parties to the dispute and becomes part of the new teacher agreement with all the matters previously agreed upon in negotiation or conciliation.

The new regulations provide for the establishment of an interpretation committee composed of members appointed by the government and the authorized representative to which any dispute or question relating to the interpretation of a teacher agreement will be

referred. Where the committee is unable to agree upon an official interpretation, the matter is submitted to a board of reference whose decision is final and binding. A grievance review board is also established to hear grievances that may be filed by either party to a teacher agreement, by a regional school board or by a teacher.

Hospital workers

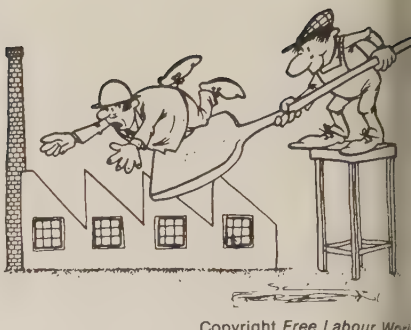
According to a regulation adopted under the Hospitals Act, the parties involved in the negotiation of conditions of employment for hospital workers in **Prince Edward Island** may refer unsettled disputes to a conciliation officer and/or a board of arbitration in order to conclude a collective agreement. The conciliation officer appointed to assist the parties must report his success or failure to the minister of labour 14 days after his appointment. However, this term may be extended by the labour minister or according to an agreement between the parties. A board of arbitration appointed by the minister of labour upon request of either party to which a dispute is referred has power to make awards on salaries, wages, hours of work, overtime and other allowances for work performed, vacations and holidays with pay, the grievance procedure and such other items which are presented by mutual agreement of the parties. Every collective agreement concluded in accordance with this regulation will remain in force for at least one year and not more than three years.

Civil servants

In **Alberta**, The Civil Service Association of Alberta Repeal Act became law June 14, 1976. The purpose of the Act is to dissolve the association and substitute in its place The Alberta Union of Provincial Employees. All assets and liabilities are transferred by legislation from the association to the union. Members of the association, of the provincial executive and of the various committees of the association become members of the union or hold office pursuant to the by-laws of the union.

The **British Columbia** Public Service Labour Relations act was amended in June 1976. The purpose of the amendment is to reflect the changes in the Public Service Act whereby the Treasury Board through the Government Employees Relations Bureau becomes the bargaining agent on behalf of the government. The bureau will bargain collectively the terms and conditions of employment and execute on behalf of the government the collective agreements that may be concluded. It will provide assistance respecting the interpretation and application of a collective agreement or any Act relating to labour relations affecting the government or a department and in any difference that may arise in the interpretation, application, or alleged violation of a collective agreement.

In the **Yukon Territory** the ic Service Commission ordinance received royal assent on May 27,



Copyright *Free Labour Wor*

1976. The ordinance establishes a Public Service Commission which has the power to make appointments to — or from within — the public service, to test qualifications and establish a classificatio plan and to negotiate on behalf of the Territory with an authorized bargaining agent.

Construction Industry

In **Québec**, the constitution of the Office de la Construction du Québec was established by regula tions in April 1976. The regulations provide that the office must convene at least eight meetings each year. It may establish committees and subcommittees to which the three members of the office are members ex-officio. The secretary of the office organizes and co-ordinates the duties of the permanent office, attends meetings and prepares the minutes. He also holds and keeps all official documents of the office. The regulations also provide that any amendment to the constitution must be adopted at a meeting of the office in accordance with the Construction Industry Labour Relations Act. lg

:omment

ness in labour

nk most Canadians are
)icious and antagonistic about
abour, and I think it is a big
ake....Canada would be better
f we had a trade union move-
t as strong as the trade union
ement of such countries as
at Britain, West Germany and
el....

not speaking of the sporadic
of raw union muscle which
shut down an industry or
ple the economy. That kind of
vity represents a breakdown of
free collective bargaining
em. A strong trade union
ement is one in which the
ntry's trade unions are bound
ether as a cohesive national
our organization. A strong
our movement is one that works
art of the national industrial
tem, instead of fighting against
system. A strong labour move-
nt can reach accommodations
n government on economic and
ial policies as well as main-
ing labour's share of national
ome through collective
gaining. That's the kind of
our movement which exists in
ain, Western Europe, Israel,
to a high degree, in the United
tes.

a mistake to talk about a
werful" trade union movement
his country. In Canada, the
our movement is not strong. It
veak. It is fractured into 192
rnational, national and inde-
dent unions with more than
0 highly autonomous local
ons. The typical local union has
or 300 members. The move-
ment represents less than 30 per cent of the labour force. The Canadian Labour Congress is the largest conference of unions; its affiliate unions represent about 71 per cent of all union members in Canada. But the Congress has no authority over the collective bargaining objectives and behaviour of its affiliates, and only limited disciplinary power over its affiliates. In view of this decentralization and local autonomy, it is remarkable that trade unions have made the gains that they have.

Sometimes when I speak to an audience about the need for a stronger trade union movement, I can feel the antagonism. It fairly bristles. I can anticipate the questions — and the editorials in tomorrow's newspapers. How about all the strikes? How about unions that can shut the country down, or shut an industry down? How about picketing and secondary boycotts? How about the 9 to 10 million man-days we lose every year in labour-management disputes — more than any industrial country?

When these questions are raised, we are only talking about the symptoms of unhealthy, maladjusted industrial relations. The workers also pose their questions. What about the employer who lays off workers capriciously? What about the employer who shuts down and moves his plant away without notice? What about the employer who contracts out work and lays off his employees? What about the employer who speeds up the assembly line? The questions are just as numerous.

When Canadians talk about the need to curb the power of big labour, they are really expressing their displeasure about the adversarial aspects of our industrial relations system. We have a free labour market, and we have freedom of association in Canada. We recognize the right of workers to join trade unions; we certify the union which is supported by the majority of employees to be their bargaining agent; and we require the union and the employer to bargain in good faith in order to reach a collective agreement. In most situations the union and the employer do reach agreement. Where they can't agree, they must submit to a conciliation procedure under the Minister of Labour. The vast majority of negotiations are successful either at the voluntary level, or at the conciliation level. The rest are either dropped (that doesn't happen too often), or they go to a strike or a lockout.

Nobody likes a strike, nobody likes to be locked out — particularly workers who lose their pay and employers who lose their production. Third parties — members of the public — don't like strikes or lockouts that inconvenience them or worse, those that prejudice their health and safety. The answer isn't outlawing strikes and lockouts. That would only lead to illegal strikes and punitive layoffs. Instead the answer is to undermine the adversary elements in labour-management relations and get labour and management to work together on common goals.

John Munro
Minister, Labour Canada, Ottawa

The fair-comparison principle: a way to avoid public-sector strikes

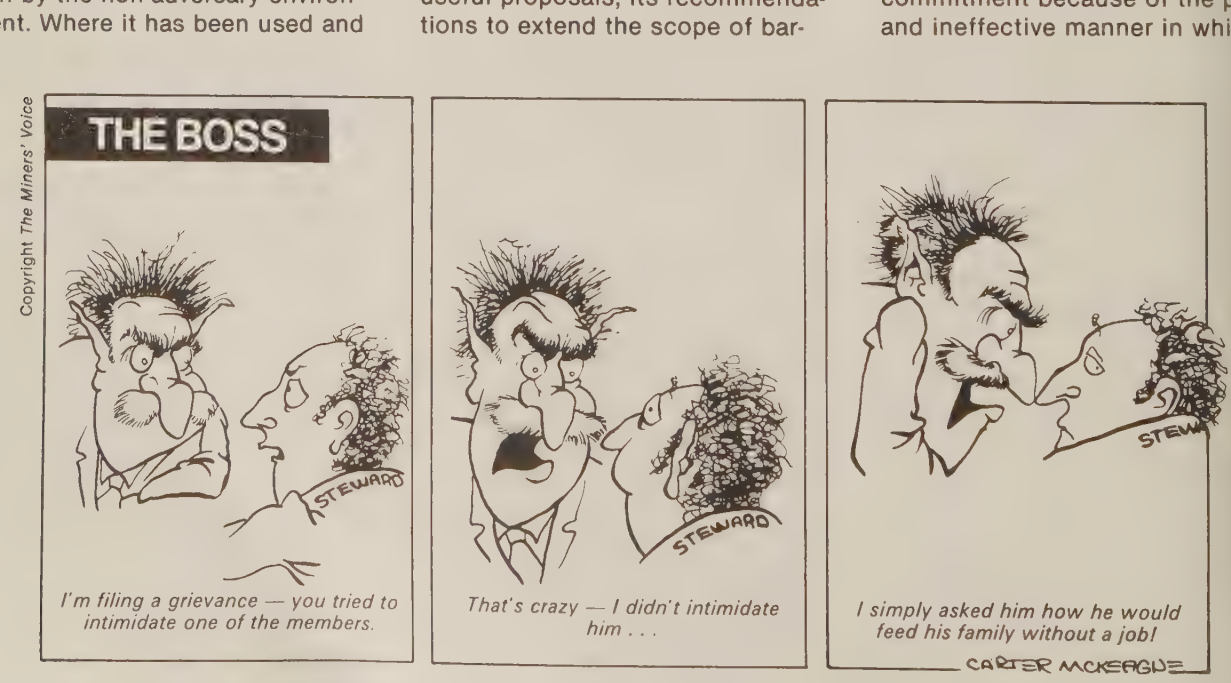
Whereas the right to strike must be confirmed and continued, the occurrence of strikes can be greatly reduced throughout the public sector, and virtually eliminated in some segments of it, by the adoption of the principle of fair comparison with jointly selected employers in the private sector. That would mean replacing the power struggle of the adversary system by what Professor Hugh Clegg of the University of Warwick calls "a highly developed system of ensuring that the pay for each grade does not fall behind that of its outside analogues or, where no satisfactory outside analogues are available, that it keeps pace with the movements of comparable grades within the [public] service."

This system of fair comparison with a universe of jointly selected outside employers, generally deemed to be "good employers," would be based upon and supplemented by a highly developed network of consultation, fostered in turn by the non-adversary environment. Where it has been used and coupled with vigorous consultation or virtually everything, the fair comparison process has appeared to remove the causes of strikes. Where it is not followed, strikes are resorted to because of a sense of falling behind in pay of one group or another in circumstances where the group believes it has an historical and just relationship with another group.

In Canada, the Parliamentary committee found the federal public service turning increasingly to employ the full leverage of the adversary bargaining system. It confirmed the validity of the system and entangled the service more deeply in it. Strikes in the public service seem therefore more certain and likely to be more frequent than would be the case had the committee recommended the fair comparison principle. This, I believe, is the basic flaw in the committee's work, one that will not be overcome by its many useful proposals, its recommendations to extend the scope of bargaining, or by a powerful board and massive penalties.

One observes already a marked tendency to reject the arbitration option — whose inadequacies in the federal public service have been so clearly demonstrated by Professors Barnes and Kelly — and increasingly to choose the conciliation-strike route, both being open to union choice before bargaining begins. [LG, April and May '76]

From all this, I conclude that, after consulting the unions and reconfirming the right to strike, the government should go beyond Finkelman and the Parliamentary committee and ask Parliament to concur in a resolution that would establish in an explicit manner the principle of fair comparison with jointly selected counterparts in the outside sector, together with expanded consultative processes as the basic bargaining principle the government, as employer, will follow. Reduced strike-proneness should ensue. It would be essential for Parliament to sanction this commitment because of the partial and ineffective manner in which


THE BOSS
STEWARD
I'm filing a grievance — you tried to intimidate one of the members.
STEWARD
That's crazy — I didn't intimidate him . . .
I simply asked him how he would feed his family without a job!
CARTER MCKEAGUE
Copyright The Miners' Voice

comparability principle is now wed in the federal public ice.

comparison provides a linkage e public sector with the eco- ic constraints operating in the ate sector — constraints that the gains to be won through rsary collective bargaining. eover, such a linkage would be eived by the public as being ally just. The principle is that lic employees should receive l compensation equal to their nterparts among good employ- outside the public sector, no e, no less. If more, then public ants would in fact be taxing r counterparts through pres- s on the public purse, which lently is not limited as, for mple, is the financial capacity n industrial firm. Without the age provided by the fair compa- n principle, there is good reason to expect that the public sector would soon lead the private sector to ever higher pay levels, with adverse implications for the country's economy.

In this light, the failure of the recent Parliamentary joint committee dealing with collective bargaining in the federal public service to consider in depth and favourably the fair comparison principle demonstrates how far it fell short of present needs — how far it failed the public's interest in a system of collective bargaining in the public service better than the adversary system imported into it nine years ago from the private sector.

The numerous recommendations of Jacob Finkelman in his 1974 report on employer-employee relations in the public service, and the Parliamentary committee's own related recommendations are relatively minor adjustments and improvements to a system coming to the end of its usefulness. The recommendations over-elaborate, over-legalize and over-regulate a system struggling to give birth to a better one with more simply defined limits. The enhanced powers, functions and opportunities for intervention proposed for the new Public Service Staff Relations Board tell the story. New and severe penalties proposed for infractions of the rules of the ultra-sophisticated process confirm its aging and how superficial has been the response to fundamental problems.

Martin O'Connell
Liberal Member of Parliament for Scarborough East

NCs and the OECD: ere labour stands

the contents page of your vember 1976 issue, the very first ture tells us baldly that ionists welcome OECD guide- s," the reference being to the ition of the Trade Union isory Committee (TUAC). Some oration is offered on page 571, in my view your news brief on subject is misleading as it s nothing to convey the very ng reservations that TUAC bours about the guidelines on tinational enterprises. To say t TUAC will press for a htening up" of the guidelines, when its goal is a body of binding regulations, is also misleading. My last observation on your news brief, and I have taken into consideration the fact that it is meant to be kept brief, is that the TUAC concerns for the future focus as much on pricing, taxation, and disclosure as on industrial relations.

This can be seen clearly in the TUAC communique which "welcomed" the guidelines. As the representative of the CLC, a member organization, I took part in the whole exercise of formulating and presenting TUAC's views, and contributed to the text of this communique. This being so, I was further surprised to see on page 579, in the box entitled "Multinationals and the OECD," the observation that trade unions will not enjoy the "privilege" of giving views on implementation to an OECD committee. This conflicts with our understanding, as expressed in the TUAC communique and also conflicts with the fact that the OECD committee on International Investment and Multinational Enterprises (IME), and TUAC will be holding a Joint Review of the implementation so far on March 30, 1977.

H. John Harker
Director,
International Affairs Department,
Canadian Labour Congress

Books

Public Employment Labour Relations: an overview of eleven nations

edited by **Charles M. Rehmus,** University of Michigan/Wayne State University, Ann Arbor, 1975.

The Rehmus book contains eight case studies regarding public employment relations in Canada, the United States, Japan, the United Kingdom, France, West Germany, Austria and Scandinavia. As such, the work provides a useful factual account of an increasingly significant field. In the eight case studies a number of common themes emerge.

In general, the '60s was a 'decade of the public employee revolution' (p.22). For many industrialized countries the public employment sector has been the most rapidly growing area of employment, Japan being a curious exception (p.57). Old modes of labour-management relations, as exemplified by the conflict-based zero-sum game and seemingly suitable for the private sector, have increasingly come into question. Trudeau's articulation of the need to formulate thoughts about a 'new society,' presumably a plus-sum game, were frank, if perhaps politically unrewarding. It is unfortunate that the outcry and criticisms were in many cases so ill-thought.

The Rehmus book attempts to dwell on contemporary problems of the public employment sector and its impact on society. One such theme is the increasing politicization of labour-management conflict. Is the consequence to be that the public is sought by each party in labour-management conflicts as an ally in winning the conflict? Certainly Joe Davidson's and Bryce MacKasey's confrontations during the last Canadian postal strike are the most vivid example of such a development. The danger of increasingly overloading government with technical and economic details and politicizing conflicts such as the recent air controllers' strike suggest a possible overworking of the parliamentary system.

Another focus of interest for Canadians is the notion of corporatism and tripartite relations. France's experience with the latter is suggested by Verdier as a basis for continuous bargaining in the public sector.

Another related area of interest to Canadians is the degree of centralization of the trade union movement. Elvander suggests Sweden's labour peace is in part explained by the centralized control and responsibility of Swedish unions. Whether the Canadian Labour Congress sees such a model as worthy of emulation is as yet unclear.

Perhaps one of the most widely discussed issues is the nature of the post-industrial workforce. Such eminent figures as A. Tourraine, D. Bell, M. Harrington and J.K. Galbraith have written elsewhere on the subject. An aspect of this issue is the social composition of the public employment sector. What effect, if any, does such a high percentage of white-collar workers have? Rehmus suggests that one consequence is that the lines of authority between supervisors and employees are less distinct than in the private sector. Utilizing A. Maslow's notion of a hierarchy of needs, one can question whether or not such numbers of professionals will seek to negotiate matters previously considered management's prerogative. Perhaps for this reason, such public service unions in Canada are more likely to seek the strike/conciliation route rather than the arbitration path, for the former encompasses more negotiable issues such as the quality of work and service provided to the public. Unanswered as yet is what effect there shall be on the diffusion of power by any negotiation of decision-making authority.

The right to unionization in the public sector of course does not require the right to strike. Increasingly then, what constitutes an essential service is being debated. In Ontario, teachers, first banned from striking, have been allowed in recent years to strike. The public's attitude to such a right seems varied.

A final question raised in the book *Public Employment Labour Relations* is that of the impact of unionization in the public sector on the remainder of the labour force. Rehmus notes that "The coming of unionism to the public sector has provided enough new recruits to the labour movement to reverse the decline in trade union membership that took place during the late 1950s and early 1960s," in the U.S. (pp. 38-39). Given that the

ıte sector is only partially
nized, will white-collar union-
on in the public sector have a
-over effect on the private
or and infuse a new direction
the trade union movement?
there be any effect on labour
ies affiliated with central union
es?

onclusion, the collection of
ays edited by Rehmus is

interesting, particularly the chapters on the United States, France and Japan. The book, as a whole, however, suffers from the absence of an overview chapter through which comparisons between the countries might have been amplified. Perhaps the field is too new for such levels of generalization. A related fault is the omission of any case study dealing with a developing country.

Such ethnocentrism seems curious in today's world. Despite these criticisms, the book is a welcome addition.

—Alan Whitehorn

Alan Whitehorn is a researcher with the Institute of Canadian Studies at Carleton University, Ottawa.

Additions to the Library

publications listed below are
ent acquisitions. They may be
rowed through a local library
siness, university, public, etc.)
directly — if there is no local
ary — by writing to The Chief
rarian, Labour Canada, Ottawa,
tario K1A 0J2, indicating the
e and author.

llective bargaining — Health ployees

t-Hartley amendments: olications for the health care d, report of a symposium nsored by the American spital Association June 27-29, 5 at the Harrison House, Lake ff, Illinois. Chicago, American spital Association, 1976. 130p.

onomic policy

lles, Paul. The road to nsensus policies: challenges l realities. Ottawa, Conference ard in Canada, 1976. 12p.

onomics

nodel of output, employment, wages and prices in the U.K., by I.F. Pearce and others. Cambridge, Cambridge University Press, 1976. 172p.

Equal pay for equal work

Ontario. Ministry of Labour. Research Library. Equal pay for work of equal value: a selected bibliography, compiled by Dianne Haist. Toronto, 1976. 15p.

Fringe benefits

Ontario. Ministry of Labour. Research Branch. Overtime compensation and meal allowances in Ontario collective agreements, August 1976. Toronto, 1976. 12p.

Ontario. Ministry of Labour. Research Branch. Selected provisions in Ontario collective bargaining agreements, September 1976: reporting, call-back and stand-by pay; Saturday and Sunday premiums; work clothing, safety equipment and tool allowances. Toronto, 1976. 14p.

Industrial health

Ouellet, Florian. La santé et la sécurité au travail pour une action sur les lieux du travail. Montréal, Institut de recherche appliquée sur le travail, 1975. 71p.

Industrial relations

Nash, Al. Labor management conflict and change in a hospital. Ithaca, 1976. p.44-63. (Cornell University. New York State School of Industrial and Labor Relations. Reprint series no. 395)

Rowan, Richard Lamar, comp. Readings in labor economics and labor relations. 3d. ed. Homewood, Ill., Irwin, 1976. 533p.

Industrial relations and government

Government and industry relationships; the Lubbock memorial lectures, 1974-5. Edited by David Lethbridge. Oxford, Pergamon Press, 1976. 194p.

Insurance, health

Ontario. Ministry of Labour. Research Branch. O.H.I.P., major medical, prescription and dental plans in Ontario collective agreements, April 1976. Toronto, 1976. 15p.

Ontario. Ministry of Labour. Research Branch. Sick leave plans and weekly sickness and accident indemnity insurance plans in Ontario collective agreements, March 1976. Toronto, 1976. 13p.

Labour-management cooperation

U.S. National Commission on Productivity and Work Quality. Labor-management committees in the public sector: experiences of eight committees. Washington, 1975. 71p.

Labour organization

Adams, Roy J. The growth of white-collar unionism in Britain and Sweden: a comparative investigation. Madison, Industrial Relations Research Institute, University of Wisconsin, 1975. 63p.

Estey, Marten S. The unions, structure, development and management. 2d. ed. New York, Harcourt Brace Jovanovich, 1976. 130p.

France. Direction de la documentation. Le syndicalisme dans la fonction publique, par Yves Saint-Jours. Paris, 1975. 65p.

Kehoe, Kimball. Strategy in a labor union: a study of the UAW. Ann Arbor, Xerox University Microfilms, 1975. 359p.

Labour standards

Malles, Paul. Canadian labour standards in law, agreement and practice. Ottawa, Economic Council of Canada, 1976. 176p. Titre en français: Normes du travail au Canada dans les lois, les conventions et en pratique.

Unemployment

Smith, Arthur James Ralph. Unemployment, some key issues in 1974-1976. Ottawa, Conference Board in Canada, 1975. 16p.

Vacations

Ontario. Ministry of Labour. Research Branch. Paid vacations and paid holidays in Ontario collective agreements, July 1976. Toronto, 1976. 23p.

Wage policies - Government

Mogil, Norman. The anti-inflation guidelines: limiting wages to productivity. Montreal, C.D. Howe Research Institute, 1976. 27p.

Women

Nelson, Anne H. Working women in organized labor. Ithaca, 1975. p.8-15. (Cornell University. New Yhrk State School of Industrial ar Labor Relations. Reprint series no. 385)

Ontario. Ministry of Labour. Research Library. Women in management: a selected bibliography, 1970-1975, compiled by Dianne Haist. Toronto, 1976. 18p.

U.S. Congress. House. Select Committee on Aging. Subcommittee on Retirement Incom and Employment. Income securit for older women: path to equality report....Ninety-fourth Congress, first session, December 1975. Washington, G.P.O., 1976. 34p.

Women and the workplace: the complications of occupational segregation, edited by Martha Blaxall and Barbara Reagan. Chicago, University of Chicago Press, 1976. 326p.

Provisions in Collective Agreements Covering Employees in Canadian Mining Industries, June 1976, contains information on provisions in collective agreements in the Canadian mining, quarrying and oil-well drilling industries at June 1976. Introductory tables provide information on the collective agreements according to size of bargainir unit and distribution by province. The remaining 84 tables present the numbers of agreements and employees, by industry, for 66 collective agreement provisions covering 77,175 employees in 206 bargaining uni The report is available, free on request from the Collective Bargaining Division, Labour Data Branch, Labour Canada, Ottawa, Ontario. K1A 0J

Other similar studies available free on request include ***Provisions in Major Collective Agreements Covering Employees in Certain Transportation, Communications, Trade, Utilities and Service Industries in Canada, 1975;*** and ***Provisions in Major Collective Agreements Covering Employees in Canadian Manufacturing Industries, 1974.***

RICES, EMPLOYMENT, ND EARNINGS

sumer, January

Consumer Price Index for
ada (1971 = 100) advanced 0.9
cent to 154.0 in January from
7 in December, and was 6.1 per
above its level of January
. A sharp rise in the food
x, 1.2 per cent, and higher
ges for shelter and selected
sehold operation items, con-
ted to the latest CPI increase.
index for all items, excluding
, rose by 0.7 per cent, mainly
result of higher shelter
ges and increased electricity
s in many urban centres. Price
eases for new automobiles
contributed to this latest
nce, as did higher movie
ission charges.

advance in the food index was
nly because of seasonally
er prices for fresh vegetables
increased prices for poultry,
ee, chocolate bars, soft drinks
sumed at home, and restaurant
ls. While the index for food
sumed at home rose 1.4 per
t in the latest month, the level
is index was still 0.5 per cent
w its level of a year ago.

le the price level of goods,
uding food, advanced 0.9 per
t in the latest month, that for
ices increased 0.8 per cent.
ween January 1976 and January
7, the price level of services
eased 10.8 per cent while that
goods rose 3.5 per cent.

a seasonally adjusted basis,
all items CPI advanced 0.9 per
t from December to January.
s included a 1.4 per cent rise in the food index and a 0.7 per cent increase in the index for all items excluding food.

City consumer, January

Consumer price indexes rose in all regional cities in January, with increases ranging from 0.1 in Saint John to 1.1 per cent in Calgary. Higher prices for food, new automobiles and widespread increases in electricity rates were mainly responsible for these advances. Other contributing factors included higher shelter charges and increased prices for movie admissions. The percentage increases listed in 14 regional cities in January were: 0.1 in Saint John; 0.3 in Halifax and Thunder Bay; 0.4 in Saskatoon; 0.6 in St. John's; 0.7 in Winnipeg, Regina and Vancouver; 0.8 in Edmonton; 0.9 in Quebec, Montreal, Ottawa and Toronto; 1.1 in Calgary. The percentage increases from January 1976 to January 1977 were: 4.8 in Thunder Bay; 5.2 in Halifax; 5.5 in Saint John; 5.6 in Toronto; 5.8 in Ottawa; 6.3 in Saskatoon; 6.4 in St. John's and Montreal; 6.6 in Winnipeg; 6.8 in Calgary; 6.9 in Edmonton; 7.0 in Quebec; 7.9 in Regina; 8.7 in Vancouver.

Employment, January

The seasonally adjusted employment level in January was 9,631,000, an increase of 79,000 from December, which was almost equally divided between men and women. It was the first increase for women since August 1976. The level for men and women 15 to 24 years of age, increased by 34,000 for men and by 35,000 for women.

On a provincial basis, seasonally adjusted employment increased in Ontario by 51,000; in Quebec by 39,000; and in Alberta by 17,000. It decreased in Nova Scotia by 6,000; in New Brunswick by 4,000; and in Newfoundland by 3,000. In British Columbia, Saskatchewan, Manitoba and Prince Edward Island there was little or no change.

Unemployment, January

The seasonally adjusted unemployment rate for January (780,000) was 7.5 per cent, the same as in December 1976. For men aged 15 to 24 the rate declined by 0.2 per cent to 13.8 per cent and for women in that age group by 0.5 per cent to 12.8 per cent. There was a slight increase in the unemployment rate for persons 25 years of age and over.

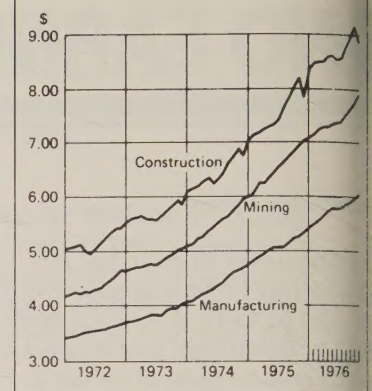
By province, the unemployment rate declined by 0.8 per cent to 9.0 per cent in Quebec; by 0.3 per cent to 6.2 per cent in Ontario; by 0.2 per cent to 13.6 per cent in Newfoundland, and by 0.1 per cent to 8.5 per cent in Prince Edward Island. The rate increased by 2.9 per cent to 13.2 per cent in New Brunswick; by 0.5 per cent to 3.9 per cent in Saskatchewan; by 0.3 per cent to 4.3 per cent in Alberta; by 0.2 per cent to 5.1 per cent in Manitoba; and by 0.1 per cent to 9.9 per cent in Nova Scotia. In British Columbia the rate was unchanged at 8.8 per cent.

Earnings, December

Average weekly earnings in Canadian industry were $235.26 in December, an increase of 11.8 per cent from $210.43 a year ago. Provincially, average weekly earnings, unadjusted, were highest in British Columbia, $264.89; Alberta, $243.15; Ontario, $235.20; Quebec, $230.81; Newfoundland, $229.70; Saskatchewan, $225.61; Manitoba, $216.31; New Brunswick, $212.61; Nova Scotia, $199.41; and Prince Edward Island, $181.47.

Average weekly earnings in December, by industry division, were: mining, $332.57; construction, $314.42; transportation, communication and other utilities, $273.12; forestry, $264.43; manufacturing, $251.80; finance, insurance and real estate, $219.54; trade, $185.35; and service, $167.45. Compared with December a year ago, average hourly earnings increased 13.3 per cent in manufacturing, 13.0 per cent in mining, and 9.3 per cent in construction.

Average Hourly Earnings in Canadian Industry



Source: Employment, Earnings and Hours (72-002)

General minimum rates for experienced adult workers

Jurisdiction	Rates per hour
Federal	$2.90 effective April 1, 1976
Alberta	$2.75 effective March 1, 1976 $3.00 effective March 1, 1977
British Columbia	$3.00 effective June 1, 1976
Manitoba	$2.95 effective September 1, 1976
New Brunswick	$2.80 effective November 1, 1976
Newfoundland	$2.50 effective Januay 1, 1976
Nova Scotia	$2.75 effective January 1, 1977
Ontario	$2.65 effective March 15, 1976
Prince Edward Island	$2.50 effective July 1, 1976 $2.70 effective July 1, 1977
Québec	$3.00 effective January 1, 1977
Saskatchewan	$3.00 effective January 1, 1977
Northwest Territories	$3.00 effective June 7, 1976
Yukon Territory*	$3.00 effective April 1, 1976

*Federal rate plus 10 cents.

Minimum wage rates for young workers and students*

Jurisdiction	Rates per hour	Effective date
Federal	Employees under 17: $2.65	April 1, 1976
Alberta	Employees under 18: $2.60 $2.85	March 1, 1976 March 1, 1977
	Students under 18 employed part-time: $2.25 $2.50	March 1, 1976 March 1, 1977
British Columbia	Employees 17 and under: $2.60	June 1, 1976
Manitoba	Employees under 18: $2.70	September 1, 1976
Nova Scotia	Underage employees: 14 to 18 years $2.50	January 1, 1977
Ontario	Students under 18 employed for not more than 28 hours in a week or during a school holiday: $2.15	March 15, 1976
Prince Edward Island	Employees under 18: $2.20 $2.35	July 1, 1976 July 1, 1977
Québec	Employees under 18: $2.80	January 1, 1977
Northwest Territories	Employees under 17: $2.55	June 7, 1976

*New Brunswick, Newfoundland, Saskatchewan and Yukon Territory have no special rates for young workers or students.

abour tatistics

Principal Items	Date	Amount	Percentage change from Previous Month	Percentage change from Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)		
Week ended December 11, 1976		10,230	- 1.0	+ 3.0
Employed	December 1976	9,476	- 1.9	+ 2.7
Agriculture	" "	458	- 10.7	+ 9.0
Non-agriculture	" "	9,018	- 7.8	+ 2.4
Paid workers	" "	9,243	- 1.6	+ 12.2
At work 35 hours or more	" "	7,104	+ 114.4	- 2.7
At work less than 35 hours	" "	2,002	- 65.3	+ 27.4
Employed but not at work	" "	371	- 34.2	+ 6
		(change in thousands)		
Unemployed	December 1976	754	+ 46	+ 61
Newfoundland	" "	24	- 1	—
Nova Scotia	" "	32	- 2	+ 6
Prince Edward Island	" "	4	—	—
New Brunswick	" "	30	+ 3	+ 3
Quebec	" "	253	+ 16	+ 37
Ontario	" "	247	+ 20	+ 1
Manitoba	" "	24	+ 4	—
Saskatchewan	" "	15	+ 2	—
Alberta	" "	33	+ 1	+ 5
British Columbia	" "	92	+ 4	+ 10
Without work, seeking work and available for work	" "	669	+ 27	+ 26
		percentage change		
INDUSTRIAL EMPLOYMENT (1961 = 100)[r]	September 1976	146.1	- 0.8	+ 2.0
Manufacturing employment (1961 = 100)[r]	" "	129.3	- 1.4	+ 22
IMMIGRATION	First 9 months 1976	117,511	—	—
Destined to the labour force	" " "	48,590	—	—
STRIKES AND LOCKOUTS ‡				
Strikes and lockouts	November 1976	129	- 16.3	- 34.6
No. of workers involved	" "	51,260	- 94.3	- 44.1
Duration in man days	" "	491,380	- 70.2	- 66.0
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)[r]	September 1976	232.12	+ 0.7	+ 11.2
Average hourly earnings (mfg.)[r]	" "	5.87	+ 1.2	+ 14.0
Average weekly hours paid (mfg.)[r]	" "	38.9	+ 1.0	- 0.3
Consumer price index (1971 = 100)	December 1976	152.7	+ 0.5	+ 5.8
Index numbers of weekly wages in 1961 dollars (1961 = 100)[r]	September 1976	151.4	+ 1.4	+ 7.2
Total labour income (millions of dollars) †	November 1976	9,039.2	- 1.6	+ 14.9
INDUSTRIAL PRODUCTION ‡				
Total (average 1971 = 100)	November 1976	119.0	+ 0.8	+ 2.6
Manufacturing	" "	118.3	+ 1.0	+ 2.4
Durables	" "	119.3	+ 2.8	+ 0.2
Non-durables	" "	117.4	- 0.7	+ 4.8
NEW RESIDENTIAL CONSTRUCTION **				
Starts	November 1976	20,754	—	+ 10
Completions	" "	18,145	—	- 5
Under construction	" "	167,228	—	+ 17

* Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. 71-001
† Advance data
‡ Preliminary
* * Centres of 10,000 population or more
[r] Revised

STRIKES AND LOCKOUTS

The Gazette no longer carries a table on strikes and lockouts involving 100 or more workers. This information is available on request from the Labour Organizations and Labour Disputes Division, Labour Canada, Ottawa K1A 0J2.

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour o the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The tables cover strikes an lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockou whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectl affected, such as those laid off as a result of a work stoppage, are not included.

TIME PERSPECTIVE ON WORK STOPPAGES, NOVEMBER 1976

Period	Number beginning during month	Work stoppages in existence during month or year			Per cent of estimated working time
		Number	Workers involved	Duration in man-days	
Year					
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1975	977	1,054	482,180	10,894,190	0.53
1975 Month					
November	55	197	91,697	1,442,020	0.88
December	28	176	82,266	1,106,620	0.64
*1976					
January	35	154	54,756	813,660	0.47
February	53	156	150,369	573,770	0.35
March	83	157	172,608	432,270	0.23
April	75	153	303,957	669,470	0.38
May	96	168	265,912	653,010	0.38
June	125	233	187,524	1,131,820	0.59
July	69	183	78,020	1,271,320	0.68
August	78	193	89,791	942,950	0.50
September	54	175	136,027	1,738,990	0.97
October	49	155	904,953	1,646,500	0.92
November	39	129	51,260	491,380	0.26
January-November: 1976		875		10,365,140	0.52
January-November: 1975		1,036		9,702,260	0.51

*Preliminary.

WORK STOPPAGES BY INDUSTRY, NOVEMBER 1976 (Preliminary)

Industry	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days (Jan. to Nov.)
		Number	Workers involved	Duration in man-days	
Agriculture	0	0	0	0	0
Forestry	0	0	0	0	35,440
Fishing	0	0	0	0	350
Mines	0	3	800	11,840	563,050
Manufacturing	19	68	33,164	298,330	4,213,050
Construction	2	8	440	3,680	2,100,380
Transp. & Utilities	4	14	10,577	110,030	602,460
Trade	2	13	635	13,240	145,330
Finance	1	3	70	1,460	12,460
Service	7	14	4,949	48,330	1,116,620
Public Admin.	4	6	625	4,470	78,300
Various industries	0	0	0	0	1,497,700
TOTAL	39	129	51,260	491,380	10,365,140

WORK STOPPAGES BY JURISDICTION, NOVEMBER 1976 (Preliminary)

Jurisdiction	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days (Jan. to Nov.)
		Number	Workers involved	Duration in man-days	
Nfld.	1	1	24	10	125,710
P.E.I.	0	1	110	2,420	28,230
N.S.	1	1	120	120	191,780
N.B.	0	1	63	950	241,540
Québec	15	60	27,707	325,570	5,372,230
Ontario	14	43	19,831	128,880	1,550,040
Manitoba	1	2	153	3,250	94,860
Saskatchewan	1	2	1,150	2,680	133,390
Alberta	1	6	576	11,800	98,060
B.C.	4	6	435	1,480	1,466,040
Total, provinces	38	123	50,169	477,160	9,301,880
Federal Public Service(1)	0	0	0	0	3,400
Federal Industries(2)	1	6	1,091	14,220	229,860
Federal total	1	6	1,091	14,220	233,260
"Day of Protest"	0	0	0	0	830,000
TOTAL	39	129	51,260	491,380	10,365,140

(1) Covered under the Public Service Staff Relations Act.
(2) Covered under the Canada Labour Code: Part V.

NOTE: Numbers relate only to workers directly involved in the dispute.